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PRIVATE ENDOWMENT AND PUBLIC EDUCATION

A REPORT ON THE USE OF THE
HANDLEY FUND

WINCHESTER, VA.

THIRD EDITION

GENERAL EDUCATION BOARD
61 BROADWAY NEW YORK CITY
1919

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EDUCATION

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WITH AN INTRODUCTION BY
R. GRAY WILLIAMS
President of the Handley Board of Trustees

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(1896-1919)

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INTRODUCTION

BY

R. GRAY WILLIAMS

President of the Handley Board of Trustees

THIS little volume embodies a study of the educational situation and possibilities of the town of Winchester, Virginia. It is believed that the study is of more than local interest, since it raises in a practical way the question of establishing coöperation between public authorities and private endowment in the promotion of public education. If the proposed experiment can be successfully carried out at Winchester, a new and important field will be opened to private benefaction in this country.

The Handley Fund, amounting to nearly two million dollars, was bequeathed to the town of Winchester by a sturdy Irishman who at his death was a citizen of Pennsylvania, and who had in the course of his life spent barely a week in the city which he so splendidly assisted. John Handley was born in Ireland in 1835 and came to America in his nineteenth year. The son of a carpenter, he himself followed this trade in Washington, D. C., during the fifties and until his removal to Scranton, Pa., in 1861.

During the latter part of his residence at Washington

he had contrived to study law, upon the practice of which he entered soon after going to Scranton. In personal aspect and appearance Judge Handley presented a striking figure, as one gathers from a description of him at this time by Hon. Henry W. Palmer, sometime member of the United States Congress from Wilkes-Barre, Pa., and the friend, attorney, and, later, one of the executors of Judge Handley:

“In the year of 1861, a man appeared in Scranton whose history was a romance. He was about six feet, four inches tall, and very stately. He always dressed in a black frock coat, wore a high collar, and had his hair long. He was looked upon as a rebel spy, and at one time was in danger of being lynched, but he had courage and declared that he was no spy, but a loyal man. He soon became counsel for the Draft Commissioners. The firm of Harding and Palmer tried most of Handley’s law suits for several years until he was elected judge in the year 1875. He served ten years and was President Judge of Lackawanna, after the county was divided. He accumulated a large fortune and died February 15, 1895.”

The fortune, of which Mr. Palmer speaks, was largely the result of sagacious investment in anthracite coal lands and in real estate in the very heart of the city of Scranton.

One is naturally curious as to the reason which led Judge Handley to dedicate his fortune to the city of Winchester. To some extent his generosity may be explained by his intense admiration for Stonewall Jackson and Robert E. Lee, life size portraits of whom hung over the

entrance to his dwelling apartment; Winchester was closely associated with Jackson, for there he lived during the first winter of the war, and in the Shenandoah Valley, where Winchester lies, Jackson first established his greatness as a military commander.

But Judge Handley had also somewhat closer personal connections with Winchester, first, through his friend, Mr. James Jifkins, an Englishman, who, at one time a resident of Pennsylvania, subsequently removed to Frederick County, Virginia, where he purchased a farm close to Winchester. Through Mr. Jifkins Judge Handley came to know the late Major Holmes Conrad, Solicitor-General of the United States under President Cleveland and chief prosecutor in the postal fraud cases under President Roosevelt. Judge Handley was captivated by Major Conrad's personal attractiveness, wide reading, and rare conversational powers. Subsequently, through his friends, Mr. Jifkins and Major Conrad, Judge Handley became the friend of Major Robert W. Hunter, a man of unusual charm. Nevertheless his visits to Winchester were brief and infrequent. His practical interest in the community first took the form of an endeavor to develop the town by means of an improvement company, which, however, failed to prosper. The collapse of the improvement company did not, however, alienate Judge Handley's interest or affection. On his death in Scranton, February 15, 1895, his body was brought to Winchester for burial. The last item of his will contained the following words:

"All the rest and residue of my estate I give, devise and bequeath to the City of Winchester, to be accumulated by said city for the period of twenty years. The income arising from said residue estate to be expended and laid out in said city by the erection of school houses for the education of the poor."

The courts so interpreted the bequest as to permit the Handley Board of Trustees to apply the fund to the maintenance as well as the building of schools.*

Judge Handley's will further prescribed that his estate should accumulate under the management of his executors for a period of twenty years before it was turned over to the city of Winchester. When this period had elapsed, the Handley Library was built, and some idea of its importance to the community can be derived from the fact that more than 50,000 persons passed through its doors during the year 1918. In connection with the library a public free lecture course is maintained. Every year prominent professional speakers appear. The lecture course is designed to supplement the library in stimulating the use of books and in broadening the intelligent interests of the community.

* "The clause in the residuary bequest, 'to be expended and laid out in said city by the erection of school houses for the education of the poor' is hereby ascertained, construed and held to mean, and shall be so applied, as though it did in express terms provide that the fund be expended and laid out in the purchase of the necessary land, the erection and equipment of school houses and in the maintenance and conduct of the school so provided for." (See Records of the Circuit Court of Frederick County, Virginia, Board of Handley Trustees vs. Winchester Memorial Hospital et al.)

More difficult was the solution of the problems connected with the educational side of Judge Handley's bequest. By act of the Virginia Legislature a Board of nine citizens of Winchester was created, to be elected by the Common Council of the town, and the Council was also to retain the power of approving the plan ultimately suggested for the organization of schools under Judge Handley's will. As the first step in dealing with its responsibility in this field, the Handley Board invited the General Education Board of New York to make an educational and occupational study of Winchester and to suggest a plan of educational development.

It gives me pleasure as President of the Board to say that this work was so sympathetically and competently done that the general plan suggested by the officers of the General Education Board received the unanimous endorsement of the Handley Board, the School Board, and the Common Council. The gratitude of these bodies and of the citizens of Winchester is due to the General Education Board, its officers and staff, for the service which they have rendered in working out the plan of co-operation between private endowment as represented by the Handley Fund and public education as represented by the School Board of the city. I venture to conclude this brief statement with an excerpt from my annual report expressing the vision and the hope of the Handley Board:

"It is a happy future that awaits the children of this community. In the great institution that will here be a

monument to the wise generosity of Judge Handley the bodies of children will be made clean and strong, the hands of children will be made quick and skilled and the minds of children will be made full and vigorous.

“The great imposing buildings will be significant of the spirit of enlightenment that will dwell in these schools and radiate its broadening and liberating influence into every corner of the community.

“Not alone the children, but all of us will learn to come in contact with these schools as the central, civic dynamo of community action. Public lectures in the school auditorium will keep us in touch with the best that is being thought and done in the world. The practical instruction in sanitation, in cooking, in making the home attractive, in the rules and practices of right and healthful living will bear rich fruit in a wider material comfort and intelligent living throughout our community.

“And the teachers in these schools, under the leadership of a trained and progressive superintendent, will in themselves form a body of educated men and women valuable to the civic broadening and betterment of Winchester. Selected alone for their trained fitness to do well the work assigned them these teachers should stimulate the tone and temper of this entire section.

“It is obvious that Winchester will be a good place in which to live and to educate children. The report of the General Education Board on the development of Winchester schools will have a wide circulation. The singular size and scope of the schools here will arrest

attention by the very fact of their location in a town so small.

“When this dream comes true our gratitude to Judge Handley must be emphasized. The carpenter who worked at his trade in the day and studied at night will have become, through the wise use of his money, the builder of better men and women in this town. In front of the great building that will rise on the Equity we should place a statue in heroic size of Judge Handley and every child who goes to these schools should be taught gratitude to our great benefactor.

“The greatest service that can be rendered a democracy is to train its citizens to understand its duties and use aright its opportunities. This service Judge Handley has rendered here in conspicuous fashion. His money must remain a sacred trust for the good of children born and unborn and must be kept free from the pollution of political or personal selfishness.”

PRIVATE ENDOWMENT AND PUBLIC
EDUCATION

PRIVATE ENDOWMENT AND PUBLIC EDUCATION

I. WINCHESTER: ITS PEOPLE AND INDUSTRIES

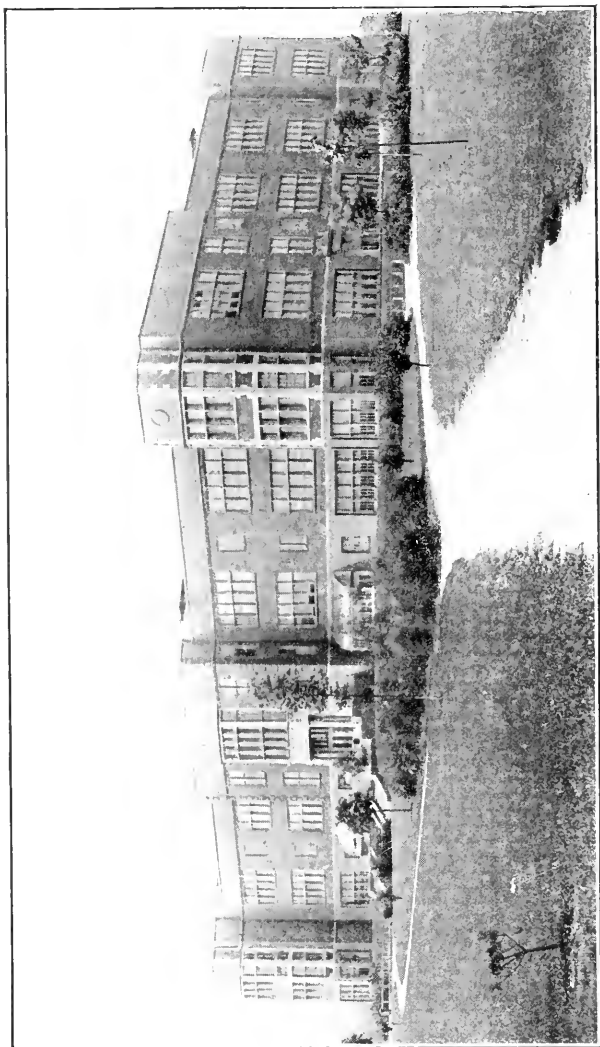
WINCHESTER is located at the northern apex of Virginia, in the heart of the Shenandoah Valley. At this point the valley is about thirty miles wide and stretches northward into West Virginia and southward beyond Lexington, Virginia. The region is distinguished for natural beauty, for the fertility of the soil, and for its equable climate. As might be expected, it is given over to general agriculture, with apple growing and the industries incidental to apple growing of increasing importance.

There is little in the immediate locality of Winchester to suggest any marked development of productive industries and factories. There are no known mineral deposits, or natural advantages such as water power. The textile industry has indeed taken root, but this is due rather to the enterprise of individuals than to natural advantages. Nor are conditions altogether favorable to the easy development of outside trade connections. The Great North Mountains block the direct

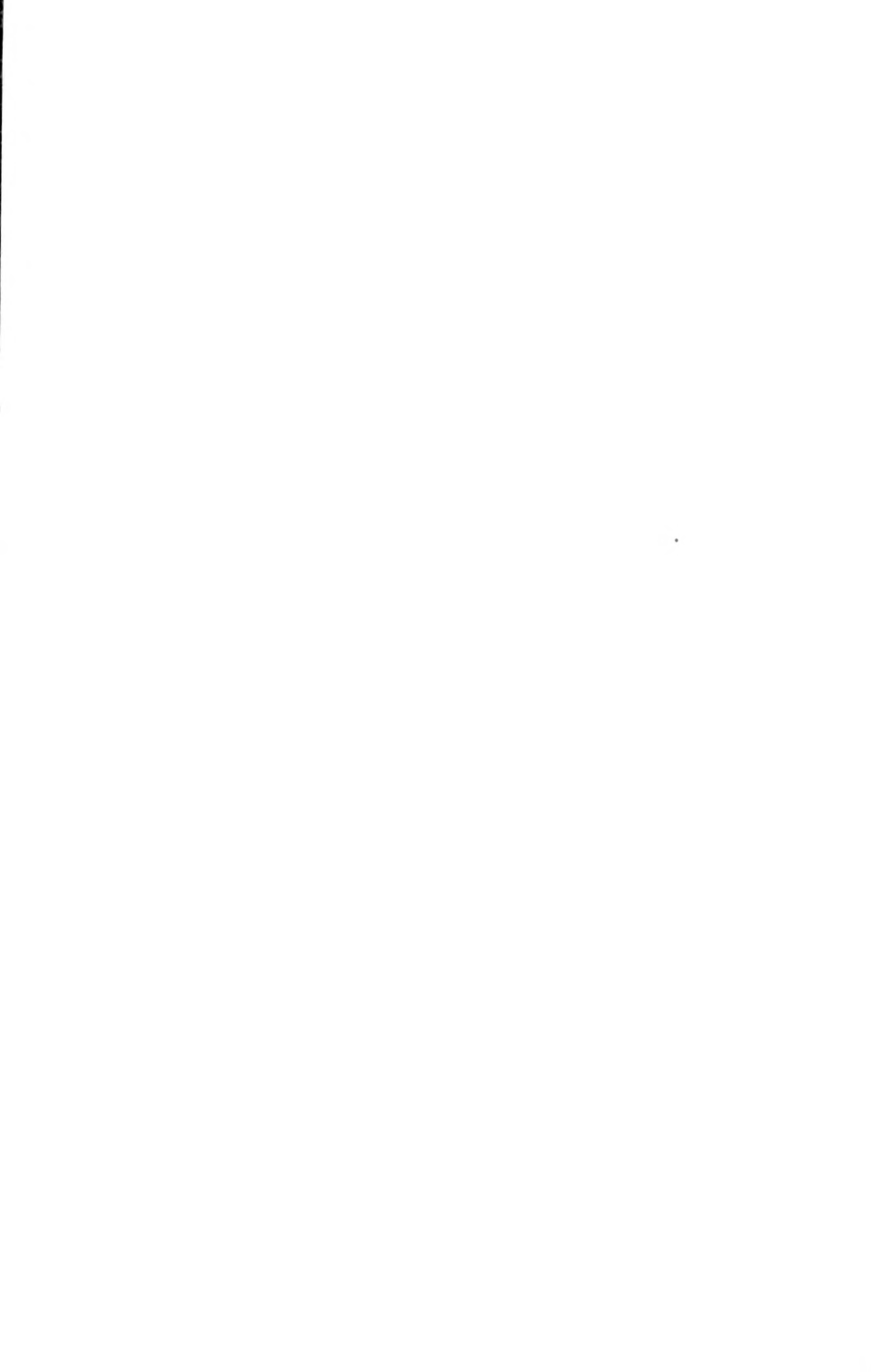
way to the west, although a railroad has lately been projected through them to tap the lumber and mineral resources of West Virginia. The Blue Ridge Mountains bar the way to the east. Winchester is thus without direct east and west railway connections. Its railroads are branch lines. Within the valley itself, Winchester commands only the trade of the neighboring counties, as it comes into competition with Martinsburg, West Virginia, twenty-two miles to the north, and with Harrisonburg, Virginia, sixty miles to the south.

Winchester is thus located in a region of unusual agricultural promise. While in recent years textile mills have been prosperously established, the possibilities at Winchester naturally connect themselves with agriculture, and more especially with the orcharding of apples, and with such occupations and activities as spring naturally from apple orcharding. The Winchester apple district is one of the most important in the United States. The town ships more apples than any other single point in the state, and, it is claimed, has larger special facilities for the cold storage of apples than any other place in the country. Vinegar plants and barrel factories have already sprung up and will doubtless grow rapidly in the near future. The population of Winchester is thus largely engaged in occupations directly or indirectly connected with agriculture and in such businesses, trades, and professions as are required to sustain the life of a rural community and rural town.

The total population, according to a complete census



Froebel School — Gary, Indiana



taken by us in November, 1917, is 6,469—an increase of 605 over the federal census of 1910. Of the present population, 5,561, or 86 per cent., are white, and 908, or 14 per cent., are colored.¹

The white population is singularly American in character and unusual in its racial homogeneity. For example, 2,265, or 41 per cent., were born in Winchester; 1,370, or 25 per cent., in Frederick County; 884, or 16 per cent., in other parts of Virginia; 970, or 17 per cent., elsewhere in the United States; only 72, or 1 per cent., are foreign born. With 99 per cent. of its white population American and 82 per cent. of it Virginian, Winchester enjoys an unusual degree of social solidarity, its people having similar standards of living and conduct.

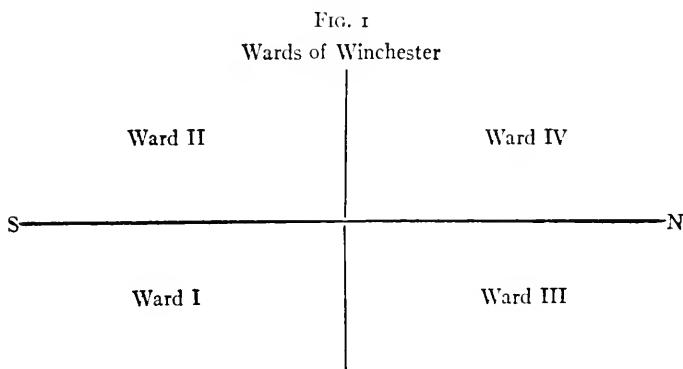
The negro population is equally homogeneous, for 405, or 45 per cent., were born in Winchester; 112, or 12 per cent., in Frederick County; 266, or 29 per cent., in other parts of Virginia; 124, or 14 per cent., elsewhere in the United States; only 1 was born outside of the United States.

Winchester, like most rural cities, grows slowly. It will continue to grow slowly, unless there is an unexpected development of such industries as attract labor, and this is probable only to a limited extent. Such growth as there has been in recent years has been confined entirely to the white portion of the population. For instance, the whites have increased from 3,773 in 1890 to 5,561 in 1917. On the other hand, the negro

¹See Appendix, Table I, page 65.

population is steadily decreasing, having dropped from 1,423 in 1890 to 908 in 1917.¹

The distribution of the population of Winchester has an important bearing upon questions that will be discussed in the course of this report. Winchester occupies a territory rectangular in form, about two miles long and about one mile wide. Loudoun Street, running north and south, and Water Street, running east and west, divide this rectangle into four parts, formerly known as Wards I, II, III, and IV.² (Fig. 1.)



The white population is scattered rather evenly among these wards, although the largest number of whites (1,733) live in Ward III, and the smallest number (1,108) in Ward IV.³ The colored population is not so

¹See Appendix, Table II, page 66.

²The town is now legally divided into two wards, separated by Water Street. We follow the former division for purposes of convenience.

³See Appendix, Table III, page 66.

evenly distributed. Wards I and II have 233 and 256 negroes, respectively, and Ward IV only 18, whereas Ward III is clearly the colored center, having 401 negroes, which is nearly a fifth of the total population of the ward, and 44 per cent. of the entire colored population of the city.

As might be expected, the relation between Winchester and the surrounding country is close. Parents who live a mile or two out of town have for years sent their children to the Winchester schools and in all probability will continue to do so. Therefore, in planning for the future, the population of the immediately surrounding country should be taken into account. Accordingly, a census was taken for a mile out along the roads leading into the city. These outlying districts have a total population of 703—661 whites and 42 negroes.¹ Of those of school age, that is, children between six and eighteen years of age, there are 149 white children between six and fourteen and 43 between fifteen and eighteen. Among the colored children of corresponding ages, there are 7 and 5 respectively.

To ascertain the occupations in which the people of Winchester are engaged, a complete occupational census was made in November, 1917.²

Winchester can scarcely be said to have a leisure class,

¹See Appendix, Table IV, page 67.

²See Appendix, Table V, between pages 68 and 69. The data in this table follow the general classifications given in the Index to Occupations of the United States Bureau of the Census.

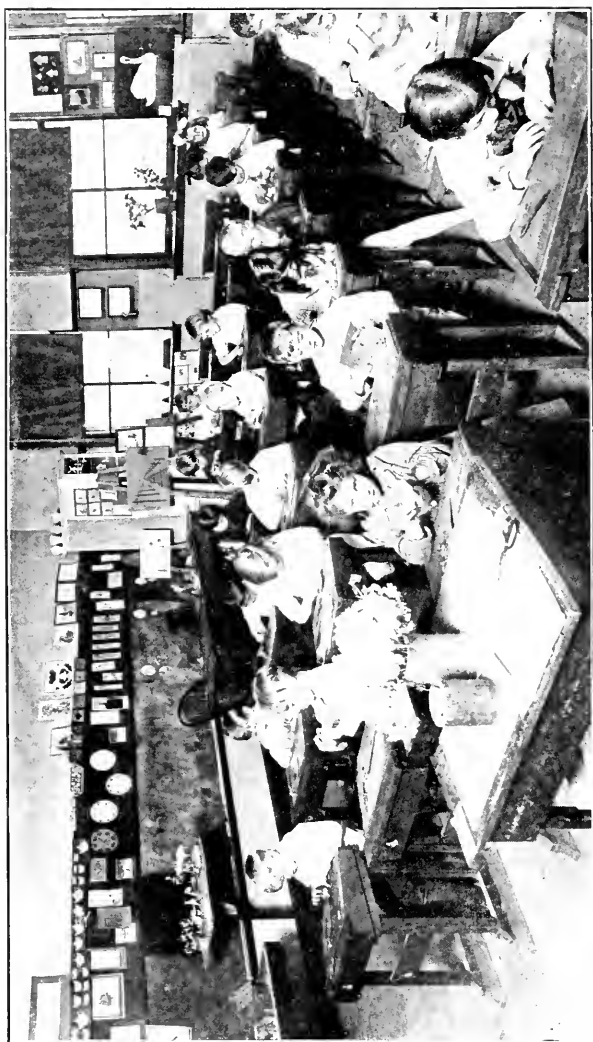
at any rate, among the men. There are to be sure, 86 white men and 11 colored who report no occupation and who are listed as "at home." These include, however, mostly the very old, the unfortunate, and the sick. In fact, 90 per cent. of the white men, or 1,481 out of a total of 1,636, are at work, and this is exclusive of 12 at school and 57 in the army. Similarly, out of a total male colored population of 260, 245, or 94 per cent., are in bread-winning occupations; there are, besides, 4 in the army.¹

There may be a small leisure class among the white women, as only 19 per cent., or 387 out of a total of 2,064, are engaged outside the home. On the other hand, 43 per cent. of the colored women are wage earners.² It does not follow, however, that women are at leisure simply because they are reported as at home rather than in business. The great majority of the women—both white and colored—whether listed as at home or at work, are doubtless homemakers, with home-making as much their occupation as if they were engaged in industry, trade, or service.

The 2,260 active workers of Winchester engage in a great variety of pursuits. This is not surprising. The number of different occupations and professions reported in a census does not depend altogether on the size of the city. A certain variety is necessary to sustain any city irrespective of its size. For example, a town, whether of ten thousand or fifty thousand, requires

¹See Appendix, Table V, between pages 68 and 69.

²See Appendix, Table V, between pages 68 and 69.



Handwork Room



ministers, doctors, lawyers, tradespeople who deal in food and clothing, skilled workers such as blacksmiths, tailors, milliners, carpenters, painters, and a certain amount of unskilled labor. Hence, the first difference between cities is not in the number of occupations represented, but in the number of persons engaged in each of these and in the number and extent of specialized industries, such as woolen mills, knitting mills, by-product plants, etc.

The men of Winchester are engaged chiefly in agriculture, trade, and manufacture. In respect to the number of persons engaged, agriculture outranks any single manufacturing or trade occupation. One hundred and four of the men of Winchester are so occupied. The predominance of agriculture is still more marked if the industries necessarily connected with it (e. g., the making of barrels) or springing out of it (e. g., the making of vinegar) are taken into account.¹ Especially important from the educational point of view is the fact that agriculture is a scientific occupation, the principles of which, with their application, can be taught.

Manufacturing includes:

1. Skilled workers in the several hand trades, for example, blacksmiths, masons, carpenters, painters, plumbers, tailors, tinsmiths, and a few factory specialists, such as dyers.

2. Semi-skilled workers in the textile industries as well as in other industries, for example, sewing machine operators, mill feeders, and glove finishers; and

¹See Appendix, Table Y, between pages 68 and 69.

3. General or common laborers.

The skilled workers are scattered among as many as twenty different hand trades, so that, while they total 332,¹ the number in any one is in all except a few instances very small. Cabinetmakers and carpenters are the most numerous, 73 in all, while there are as few as 3 in a trade like stonecutting.²

From the educational point of view, two things are peculiar to the hand trades. In the first place, they involve a minimum of general knowledge and general training, and a maximum of experience and skill acquired thereby. In the second place, each separate hand trade calls for its own particular kind of experience and peculiar kind of skill, mostly acquired through practice. A proficient mason cannot as such turn his hand to house painting, nor is practice in house painting a preparation for masonry.

It is also well to note in this connection that only 36 out of the 332 skilled workers are under twenty-five years of age.³ The opening at Winchester for young men in the skilled trades is therefore very limited. Probably not more than 7 or 8 in any one age group between nineteen and twenty-four find employment in them. Nor is there any reason to believe that the number who can profitably pursue such employment in Winchester will greatly increase.

¹See Appendix, Table V, between pages 68 and 69.

²See Appendix, Table V, between pages 68 and 69.

³See Appendix, Table V, between pages 68 and 69.

The two textile and the other industries employ 168 semi-skilled workers.¹ These semi-skilled workers are variously engaged. For instance, in the textile industries there are washers, carders, drawers, nappers, spinners, and weavers. In the other industries, there are knitters, glove finishers, sewing machine operators, evaporators, and so on. With these semi-skilled industrial workers may well be grouped most, if not all, of the 128 whites employed in transportation,² for transportation includes railroad employes, expressmen, chauffeurs, draymen, liverymen, etc. Semi-skilled work is thus a broad term, covering many kinds of employment. Yet in few or no instances does such work require prolonged apprenticeship, or special educational preparation.

On the face of the figures³ it appears that there are only 252 general or common laborers. The actual number is considerably higher. Certainly the 29 negroes in transportation might be included, for they perform the roughest kind of service—handle freight, express, and luggage, clean streets, and repair roads. Nor can the 36 men who failed to specify any particular occupation be high up in the scale of labor. Finally, the 61 whites and 63 negroes in domestic and personal service are mostly caretakers, janitors, cleaners, waiters, and porters. If these several groups are combined the number of common laborers becomes considerable—a total of 441, a

¹See Appendix, Table V, between pages 68 and 69.

²See Appendix, Table V, between pages 68 and 69.

³See Appendix, Table V, between pages 68 and 69.

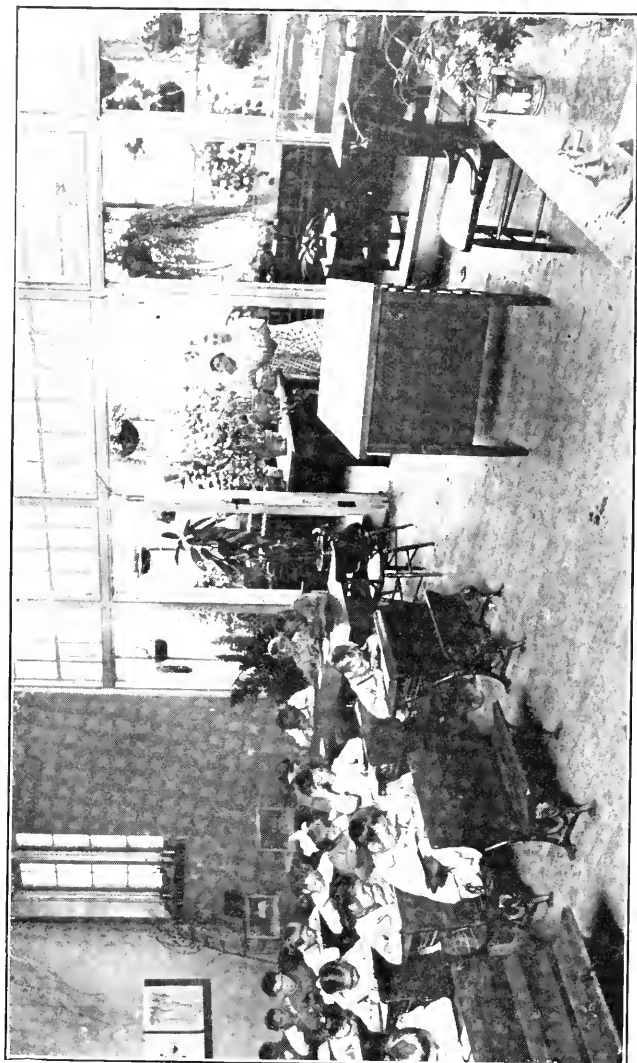
larger number than is found in any other single field. Of these, 202 are colored, which is 82 per cent. of all negro workers.¹ In fact, common labor is practically the only kind of labor open at Winchester to negroes, the skilled and semi-skilled trades being almost exclusively in the hands of whites.

After manufacturing, trade is next in importance. Trade includes banking, wholesale establishments, and every possible kind of retail store—drygoods stores, grocery stores, shoe stores, notion stores, meat shops, fruit stands, etc. Moreover, the term covers not only proprietors and managers, but salespeople, drivers, and deliverymen as well, including, in fact, everyone directly engaged, except bookkeepers, clerical workers, and stenographers.

The tradespeople alone number 357.² Yet the variety of wholesale establishments, stores and shops is so great that, as with the skilled hand trades, the number in any single line is exceedingly small. An important distinction must, however, be made. While no single skill or group of skills is common to the hand trades, there is a considerable body of knowledge and technique common to all kinds of business. A part, at least, of this common knowledge and common technique can be made a matter of school training. What is true of business in general is even more true of such aids to business as bookkeeping, stenography, and typewriting, in which 68 men are employed.

¹See Appendix, Table V, between pages 68 and 69.

²See Appendix, Table V, between pages 68 and 69.



Nature Study Room

Of the occupations of women, homemaking unquestionably ranks above all others. In the first place, of the 2,405 women in Winchester nineteen years of age and older, 1,857, or 77 per cent., are at home.¹ There may well be among these, as stated before, a leisure class, but homemaking certainly consumes the time, energies, and thought of the great majority of these women. In the second place, of the 534 women who are engaged outside of the home, 44 per cent. are in domestic or personal service, that is, in work connected with the home.

In fact, some form of homemaking appears to be almost the only field open to colored women. Of the 147 colored women workers, 1 is in agriculture, 2 are dressmakers, 3 are in professional service either as teachers or nurses, and 141, or 96 per cent., are in domestic or personal service.²

White women have greater industrial opportunities, yet domestic and personal service enlists the largest proportion even of these. Of the 387 white women workers, 95, or 25 per cent., are in domestic and personal service; industry—chiefly the two textile mills—employs 82; 61 are in professional service, the majority being teachers; 35 are saleswomen; and 50 are bookkeepers, clerks, or stenographers. Finally, 9 are reported as engaged in transportation, but these may well be grouped with those in clerical occupations, as they serve mostly in a clerical capacity.³

¹See Appendix, Table V, between pages 68 and 69.

²See Appendix, Table V, between pages 68 and 69.

³See Appendix, Table V, between pages 68 and 69.

THE HANDLEY FUND

OCCUPATIONS AT WINCHESTER

(OF ALL PERSONS NINETEEN YEARS OF AGE AND OLDER)

OCCUPATIONS	MEN		WOMEN		TOTAL
	WHITE	NEGRO	WHITE	NEGRO	
Agriculture.....	91	13		1	105
Skilled Workers:					
Masons.....	18	2			20
Carpenters.....	73				73
Dressmakers.....			40	2	42
Foremen.....	40	2			42
Mechanics.....	32				32
Painters and Paper-hangers.....	27				27
Miscellaneous ¹	135	3	13		151
Semi-skilled Workers:					
Textile Industries....	135		65		200
Other Industries....	160	1	17		178
Common Laborers.....	239	202			441
Trade:					
Bankers.....	33				33
Retail Dealers.....	140	4	1		145
Salesmen and Saleswomen.....	100	4	35		139
Miscellaneous.....	70	6	1		77
Public Service.....	36				36
Professional Service:					
Clergymen.....	13	3			16
Doctors.....	12				12
Lawyers.....	11				11
Miscellaneous ²	49	4	61	3	117
Domestic Service.....			95	141	236
Clerical Occupations:					
Bookkeepers.....	18		13		31
Clerks.....	45		12		57
Stenographers.....	1		34		35
Miscellaneous.....	3	1			4
At Home.....	86	11	1,664	193	1,954
At School.....	12		13	1	26
In Army.....	57	4			61
Total.....	1,636	260	2,064	341	4,301

¹This item represents seventeen different skilled trades.²The women in this group are chiefly teachers and nurses.

If the several kinds of workers at Winchester are now regrouped along the lines suggested above, a better idea is obtained of what they are actually doing. This regrouping, showing how these workers are engaged, is exhibited in tabular form on the preceding page.

We now have in hand the two local factors that must be taken into account in deciding the kind of public schools to be provided at Winchester. The first of these is the population—the human material with which the schools have to do. The second is the occupations—what the output or the graduates of the schools find to do.

Public schools—and all schools, for that matter—are confronted with two problems, viz.: (a) How to prepare young people to live full personal, family, and community lives; and (b) how to prepare them to make an honest and honorable living for themselves and those dependent upon them. In answer to the first question, most thoughtful persons are in accord. The schools prepare the young to lead full lives when they give to all the children of the community, white and colored, the best possible general education—an education general in the sense that it equips them to meet the obligations of personal, family, and community life.

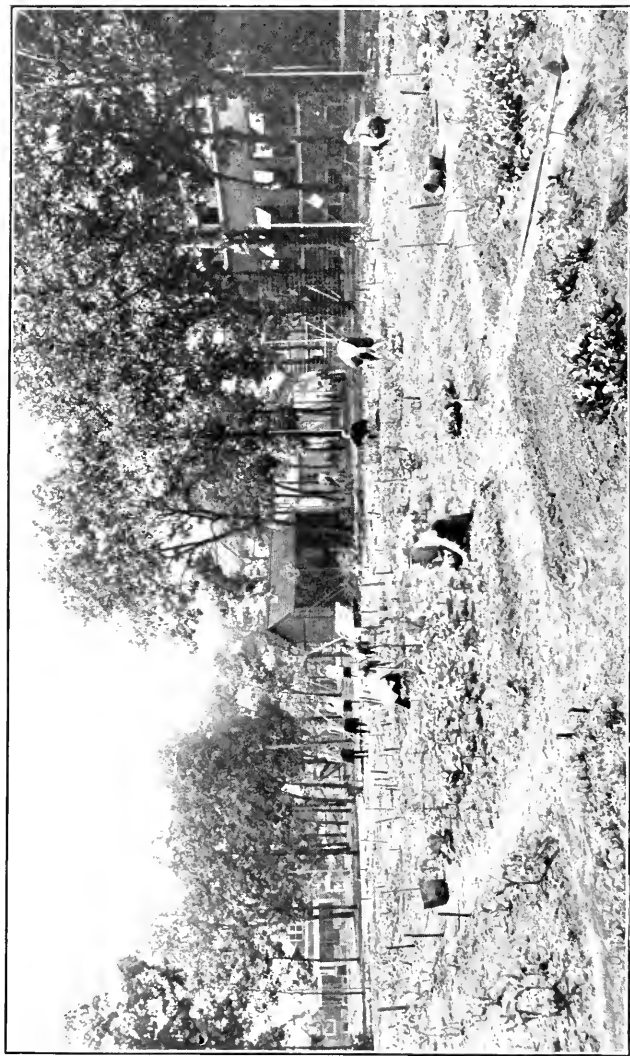
In answer to the second question, much depends on the natural interest and ability of the child, on his probable vocational destination, and on his occupational opportunities. For Winchester the answer is reasonably clear. A general education, such as proposed above, is the best possible preparation for doing well and effec-

tively what most of the workers of Winchester will find to do, whether they remain in Winchester or, in individual instances, seek another field.

This is certainly true of the skilled workers and of the semi-skilled and common laborers, who, together, comprise more than half of all those engaged at Winchester in active pursuits. Of course, it is possible to establish a trade school for the training of skilled workmen in each of the many skilled trades; but there is practically no market at Winchester for the output of such a school. All the skilled trades together, as we have seen, do not give employment to more than 8 or 9 new workmen annually. To train boys for trades in which they cannot possibly find employment would be expensive and unwise.

Specialized industrial training for semi-skilled and common laborers is likewise out of the question. These workers are engaged in an infinite variety of tasks. Even if the school offered specific industrial training for every kind of labor they find to do, it would be a profitless service. As has been pointed out, little or none of the work which semi-skilled and common laborers do requires either prolonged preparation or prolonged apprenticeship. Most industries are prepared to give such special training as is required, and they can do this more effectively and more economically than the school.

While Winchester does not need and could not **really** use a technical school, unquestionably proper provision should be made in its public schools for such indus-



School Garden

trial work as has general educational significance. In addition, there should be provided at least two or three different kinds of industrial instruction which will have vocational as well as general value.

The first and most obvious kind of practical instruction of a general character for the schools of both the white and the colored is work in household arts. The household arts include sewing, cooking, dressmaking, millinery, home sanitation, home decoration, etc. Such instruction would serve all the women of Winchester who have no occupation other than homemaking. At the same time it would directly prepare women to enter skilled trades, such as dressmaking and millinery, and it would provide the best possible practical preparation for those who go into domestic service—i.e., 44 per cent. of all women workers.

Similarly, there should be provided for all boys ample manual and shop opportunities, including at least woodwork, sheet metal, forge, and machine shop practice. None of these shops need be elaborate, nor would the instruction aim to prepare boys simply to become carpenters, tinnerns, or machinists. Such instruction would be helpful to any boy who afterwards decided to enter one of the hand trades or to become a skilled worker, and at the same time would furnish all boys with experience in hand work and in work with typical modern machinery.

The statistics above presented also suggest the need of practical instruction in business in the schools for the whites. Approximately a fifth of all white workers are

engaged in trade and in clerical occupations. It is true that, while many different kinds of business are represented at Winchester, relatively few persons are engaged in any one kind, so that it would be impossible to give direct preparation for entrance upon a particular kind of business. There is, however, as pointed out before, a common body of knowledge and technique underlying all business and clerical occupations. Hence, a business course of broad scope would unquestionably serve a useful and practical purpose.

The statistics indicate, further, that agriculture is needed in the schools of both races. Agriculture, it will be remembered, engages more of the men of Winchester than any other single pursuit and is, to a greater extent than any other activity, the foundation of its prosperity, present and prospective. Young people coming up from the country to the Winchester schools will, in some instances, at least, want to prepare for life in the open. Therefore, whatever the schools do to prepare young people for farming, and whatever they do toward advancing the science and practice of agriculture, especially in the line of pomology, will contribute not only to the practical equipment of those wanting such instruction, but also to the prosperity and basic development of the city.

Finally, the close relationship between Winchester and its immediate environment might well be considered in making educational plans. The rural sections find increasing difficulty in securing well prepared and efficient teachers. Winchester itself now has 64 women in pro-

fessional service, mostly teachers; in fact, teaching is one of the principal occupations of its white women. The number of women who in the future choose teaching as an occupation will doubtless increase rather than decrease. With the need of the rural sections for well trained teachers, on the one hand, and the desirability of Winchester's having an appropriate outlet for its women workers, on the other hand, it would seem the part of wisdom for the public schools of Winchester to provide training for rural teachers as a graduate course beyond the high school.

How much of this suggested program are the schools of Winchester now carrying out? It is the object of the next chapter to ascertain, by inquiring into their resources, equipment, and programs.

II. THE SCHOOLS OF WINCHESTER

THE plant of the Winchester public schools for white children consisted, at the time of this study, of nineteen rooms—fourteen in the John Kerr building, and five in the Wall property, a rented residence. The colored children occupied the Old School Baptist Church, more commonly known as the “Old Stone Church,” which supplied three rooms—two in the main structure and one in the frame lean-to extension. There is a seven year elementary course for both white and colored children, and a four year high school course for white children. During the school year 1916-17, the schools had a total enrollment of 1,111. Of these, 929 were white children—787 in the elementary and 142 in the high school. The colored schools enrolled 182 pupils. These children were instructed by twenty white and three colored teachers, at a total current expense for all purposes of \$16,601.71. Of this amount, the City Council appropriated, or there was raised by local taxation, \$11,500; the remainder came from the state and from tuition fees of children living in outside districts. The total current cost per pupil on the basis of the total enrollment (1,111) was, accordingly, \$14.94, and \$20.73 on the basis of average daily attendance (801).

The position occupied by the Winchester public schools in public esteem, what they now are, and what their needs are can be appreciated best in the light of a brief historical survey.

The public schools of Winchester first opened their doors for the reception of pupils in February, 1871. Two private schools, one for boys and one for girls, each having two rooms, were taken over and made into public schools. The Board of District Trustees also rented three additional rooms, inaugurating the white schools with seven teachers. Two rooms and two teachers were provided for colored children. There are no records of the attendance at this first session. But 285 white and 117 colored children were enrolled during the school year 1871-2, a total of 402, with an average daily attendance of 259.

The increase to the present enrollment (1,111) is due to two factors: (a) the growth in the school population, that is, of children between six and eighteen years of age; and (b) the increased proportion of the school population attending the public schools. For example, the white school population—children between six and eighteen years of age—has increased from 632 in 1871 to 1,007 in 1917, a growth of 59 per cent.¹ At the same time, the white school enrollment rose from 285 in 1871-2 to 929 in 1916-17, an increase of 226 per cent. The increase in average daily attendance is even more striking, amounting to 258 per cent., a growth from 197 in

¹See Appendix, Table VI, page 68.

1871-2 to 705 in 1916-17. In a word, the white school enrollment and average daily attendance have increased approximately four times more rapidly than the white school population, with the result that the proportion of children between six and eighteen years of age who attend school has increased from approximately 45 per cent. in 1871-2 to approximately 92 per cent. in 1916-17.

Perhaps the school census has not always been equally complete; perhaps the number of children under six years of age and of pupils nineteen years of age and older who attend school now is larger than formerly; perhaps the number of children enrolled from outside rural districts has increased in recent years,¹ thus accounting in part for the larger proportion of the school population in the public schools. In any case, it is certain that the public schools are reaching a larger and larger proportion of both the white and colored school population. In other words, the idea of public education at public expense has won a victory at Winchester, and the public schools are becoming more and more the schools of all the people.

This growth in public confidence has been accompanied by a somewhat larger service on the part of the schools, as is indicated by the expansion of the high school program, particularly in recent years.

The establishment of public schools marked no radical break between what the private schools of the city attempted and what the public schools undertook to do.

¹There were 58 such white children enrolled November, 1917.

In fact, the courses of study—both the elementary and the secondary—of the two private schools taken over by the Board of District Trustees became by common consent the courses of the public schools. Accordingly, the elementary public school course at the beginning covered seven years. Since 1871, its length has been twice changed, being extended in 1885 to eight years and in 1908 reduced to seven years, its present length.

The first elementary program included the conventional and formal studies of the day—reading, spelling, grammar and composition, handwriting, arithmetic, geography, and history. For approximately forty years, or until 1908, no changes were made in the program, though there was during this period doubtless some change in the subject matter actually taught in branches like reading, arithmetic, and geography, as new textbooks came into use.

The years since 1908 have witnessed only slight modifications. The state course of study for elementary schools,¹ now followed by the Winchester schools, provides, in addition to the fundamental studies mentioned above, music and drawing for all grades, for the first four grades constructive work besides, and for the three upper grades physiology and industrial work. In consequence, there is now in the lower grades of the Winchester schools enough music, drawing, and constructive work to give color to the instruction. In the fifth, sixth, and seventh grades physiology receives attention, while

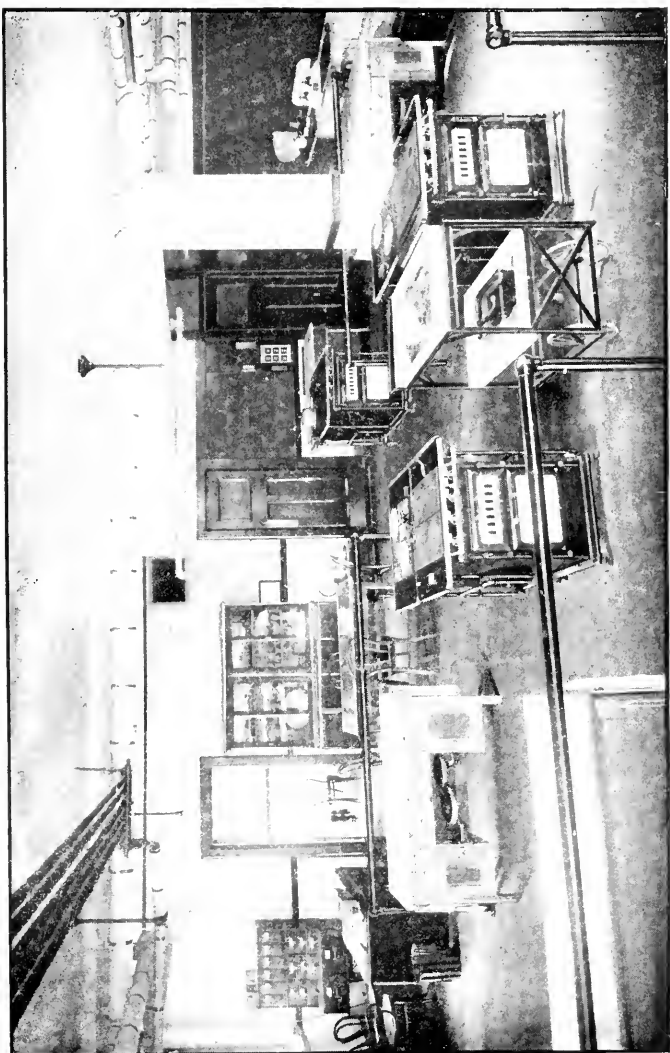
¹State Course of Study for Elementary Schools, 1915.

music and drawing are incidental; but there is no industrial work, such as manual training for boys, and no cooking or sewing for girls. In a word, despite the changes the last half century has wrought in our industrial, political, and social life, and despite our changed ideas of the educational needs of children, the elementary program of the Winchester public schools has been but slightly modified; it is still decidedly bookish.

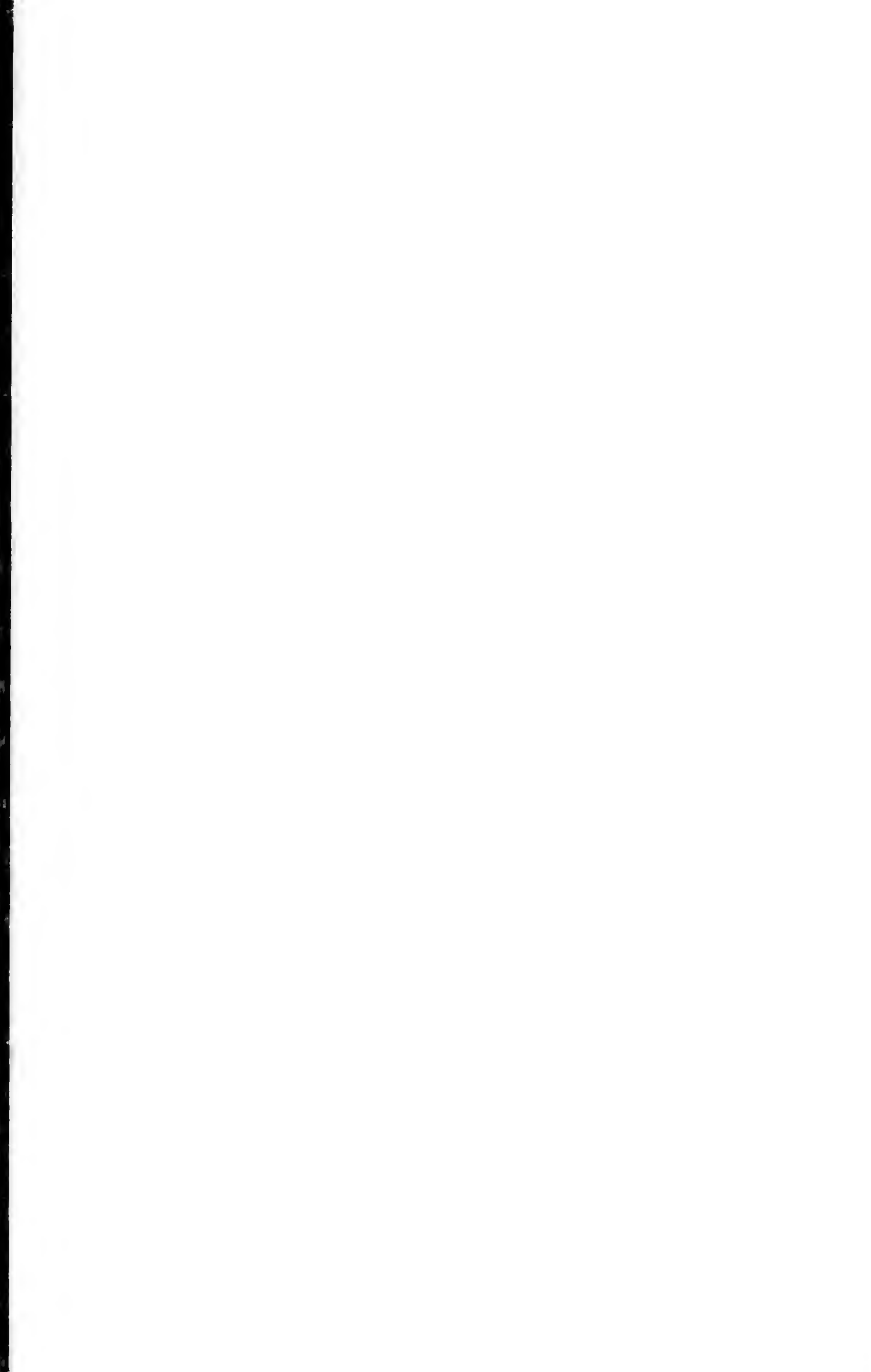
On the other hand, the high school program has been much improved. As suggested above, the public schools not only adopted the elementary but also the secondary program of the two private schools taken over by the Board of District Trustees. This first public high school course was narrow in its opportunities and distinguished by the prominence of the traditional high school studies, such as Latin and mathematics. It covered three years, as follows:

First year: English grammar and analysis
Elementary algebra
Latin grammar and exercises
Natural philosophy
Ancient history
Bookkeeping
Higher arithmetic

Second year: Rhetoric and composition
Algebra
Elementary geometry
Latin grammar and exercises



Cooking Room



	Latin reader
	Physiology
	History of the Middle Ages
Third year:	History of English literature
	Algebra
	Geometry and trigonometry
	Arnold's Prose Composition
	Cæsar
	Chemistry
	Modern history

In 1885, the high school course was reduced from three to two years. This change was, however, not significant. In the first place, part of the high school work eliminated was put in the eighth grade, the course of the elementary schools being extended to eight years at this time. In the second place, the new high school course was really an improvement over the old, since it recognized certain modern tendencies. For example, the amount of required mathematics was reduced, and physical geography and physiology introduced. Drawing was also added for girls. The new course was as follows:

MALE HIGH SCHOOL

JUNIOR	SENIOR
1. Physical geography	1. Natural philosophy
2. English grammar and composition	2. English grammar and composition
Spelling	Physiology

- | | |
|---------------|-------------|
| 3. Algebra | 3. Algebra |
| 4. Arithmetic | 4. Geometry |
| Bookkeeping | Latin |
| Latin | |

FEMALE HIGH SCHOOL

JUNIOR

1. Reading
- Spelling
- Arithmetic
2. Physical geography
3. English grammar
- Physiology
4. Algebra
- Drawing

SENIOR

1. Reading
- Spelling
- Arithmetic
2. Natural philosophy
3. English grammar
4. Algebra
- Drawing

A distinction existed from the beginning between the high school for boys and the high school for girls. The difference, however, consisted at first chiefly in the fact that the boys and girls recited in separate classes. Later there was a tendency to provide more liberally for boys than for girls. This tendency, evident in 1885, became pronounced in 1902, when the high school program for boys was considerably extended, without corresponding improvement for girls. A single course served the girls, departing only slightly from the course of 1885. In contrast, three separate programs were instituted for boys: a classical course, containing Latin; an English course; and a business course, which included, in

addition to bookkeeping and commercial law, both stenography and typewriting.

However, six years later, the high school course was extended to three years, the distinction between the "male high school" and the "female high school" dropped, and equal opportunities were provided for boys and girls; two years later, 1910, the course was lengthened to four years. The State Board of Education now classifies the Winchester high schools as first grade. Four different, though closely related, programs are provided, all conforming to the minimum state requirements¹ and open alike to boys and girls. These may be characterized as the classical course, the modern language course, the general course, and the business course. The graduates of all save the last enter without difficulty the principal colleges and universities of the South. Nevertheless, despite these improvements, the Winchester high school compares unfavorably with the better high schools of the country; the programs are still too bookish, lacking particularly provisions for physical education, science, and practical work such as manual and shop instruction for boys and household arts for girls.

Nothing beyond the elementary grades has been provided for colored children. The colored elementary schools follow in the wake of the white schools, doing work of much the same kind.

The extension of the school program, particularly of the high school, along with the growth in enrollment, led

¹State Course of Study for High Schools, 1915-16.

to an enlargement of facilities. On the one hand, the number of teachers employed has risen from 8 in 1871-2 to 23 in 1916-17.¹ There has, however, been only a slight decrease during all these years in the number of pupils a teacher is expected to teach. The average per teacher in the seventies, eighties, and nineties ran well over 50; and at present the average number of pupils per teacher in the white elementary schools is 48;² in the colored schools it is still higher and in both it is altogether too high for satisfactory results.

To accommodate the very large classes, particularly in the first two grades, it has of late years become the practice to divide the class, one section coming to school in the forenoon and the other section coming in the afternoon. This device reduces the number of pupils under the teacher at any one time, but the children get only a half instead of a whole day's schooling.

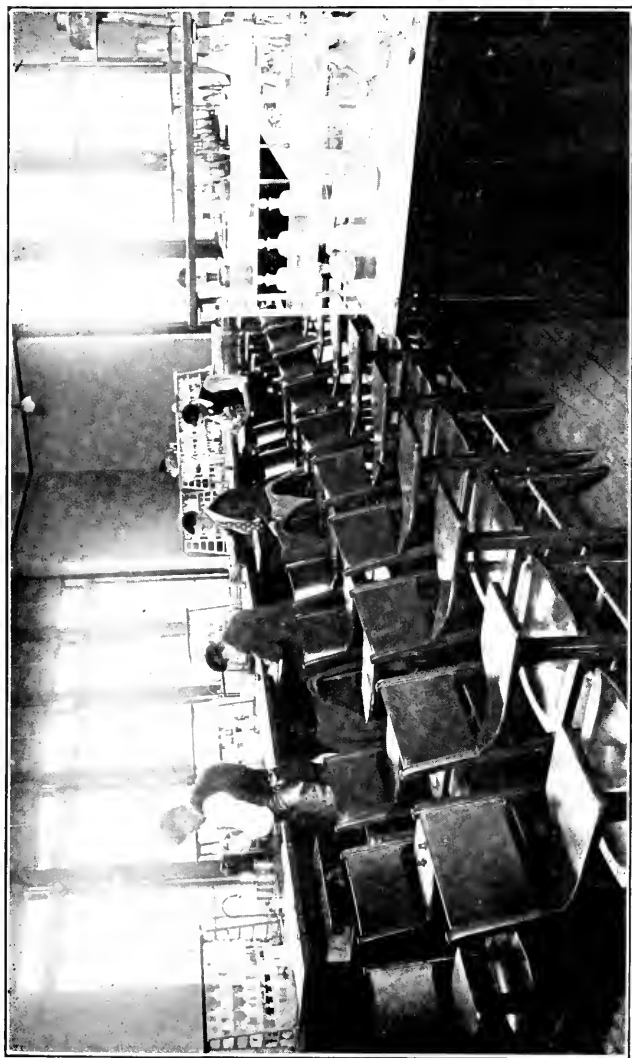
If the number of pupils a teacher is expected to teach has not materially decreased, teachers are, at any rate, better paid than formerly. For example, the average salary has risen from \$373, in 1871-2, to \$514, in 1916-17, with a decided advance since 1910-11.³ Still, Winchester pays exceedingly low salaries—low even when compared with those paid by other Virginia cities of approximately the same size.⁴ For of the seven cities of

¹See Appendix, Table VII, page 69.

²See Appendix, Table VIII, page 70.

³See Appendix, Table IX, page 71.

⁴See Appendix, Table X, page 71.



Chemical Laboratory

Virginia having a school population of between one and two thousand—and this includes Winchester—only two pay less than Winchester and four pay more; Fredericksburg, for example, pays on the average \$80 more.

In the school as well as in the business world, there is a close relation between salaries and quality of service. Receiving lower salaries than is customary, it is not surprising that the teachers of Winchester, taken as a body, are not well prepared either academically or professionally. Teachers in an elementary school should possess at least a high school education followed by two years of normal school training, and high school teachers—certainly of the usual branches—should be college graduates. Measured by these standards, not more than six of the twenty white teachers of Winchester can be said to be adequately prepared for their work.

Close and adequate supervision might partly overcome this handicap, but the Winchester schools are not closely supervised. The supervision of the division superintendent, who has many other duties, has been merely nominal. The principal of the Winchester schools has always been a teaching principal, having not only to look after the routine of the school, but also to teach an entire class or a number of different classes for a period or two daily. Not until 1886 was he given any free time at all for supervision, and even at present he has only about half of his day for the management of the schools and for supervision, with the result that

he is able to do very little toward helping weak or inexperienced teachers.

With the increase of pupils and teachers, more space and more equipment have had to be provided. The public schools for both races at first occupied rented quarters. In 1875, the Board of School Trustees requested \$7,000 from the City Council to build at public expense a school for white children. The request was refused. From the standpoint of public sentiment, it is probably unfortunate that at this time the will of John Kerr left the residue of his estate to be used "for the education of the poor white children of the city."

It was decided to use this legacy to secure a permanent home for the white schools. The legacy, amounting finally to about \$10,000, did not become available until 1882 and thereafter. To this sum the City Council added in all something over \$6,000, and the whole amount was used to erect the John Kerr public school, the corner stone being laid in 1883, and the building first occupied in 1884. The building was a good example of the school architecture of the day, providing eight classrooms and a basement.

The delay had been so prolonged that the new quarters when opened were scarcely adequate to accommodate the enrollment. An additional room had to be rented the very next year. In fact, by 1888 the need of more rooms became so pressing and the difficulty of securing suitable rented quarters so great that the Board of Education petitioned the City Council, though in

vain, for funds for another building. Partial relief was now sought by equipping two basement rooms in the John Kerr school. Though the Board of Education recognized and officially stated that these rooms were "unsafe and dangerous to the health of pupils and teachers," they were in continuous use for more than a decade.

The need for more room was finally met in 1908 by a six room addition to the John Kerr building; at the same time a new heating plant was installed and toilets added to the old building, at a total cost of about \$16,000. These additional facilities stemmed the tide for a year or two, when it again became necessary to rent outside quarters. There were in November, 1917, five such rented rooms, all located in the Wall property, and all unsuited to school purposes.

The fourteen rooms of the John Kerr school are ordinary classrooms, and, with the exception of the lower middle one of the addition, which is very poorly lighted, are reasonably well adapted to the needs of a conventional elementary school. However, the high school occupies the three upper rooms of the addition and it is only by dint of using sliding doors and partitions that they are made to answer at all. Moreover, if the elementary classes were reduced to proper size and the classes now on half day session were given a full school day, the elementary school alone would require five additional rooms, to say nothing of the pressing need of the high school for larger and better quarters.

Of the educational equipment of the white schools

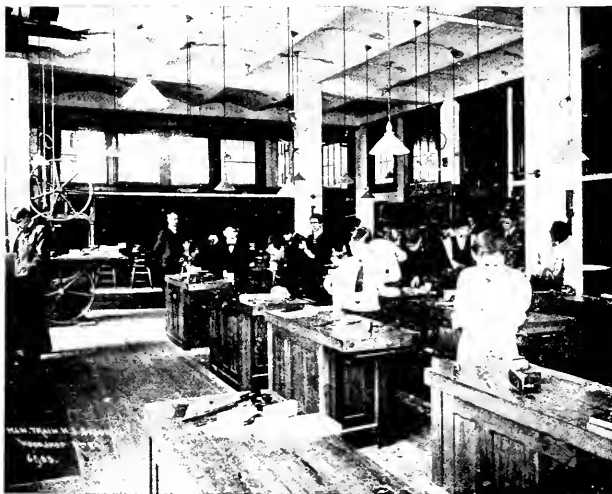
there is little to say. It is of the conventional sort and meets more or less adequately the requirements of a bookish school. It would, however, be wholly inadequate for a school offering an extended program. For example, there are no gymnasium, baths, playgrounds, school gardens, auditorium, manual training and industrial shops, household arts rooms, practically no laboratories for high school science, and no provision whatsoever for nature study and general science in the elementary school—all of which are to be found in our best public schools.

The situation in the colored schools is much the same. Like the white schools they first occupied rented quarters, one class in the Old School Baptist Church and one in the Bethel Church. These colored classes remained here until 1876, when the Board of School Trustees secured free of cost a lease for ninety-nine years of the Old School Baptist Church—more generally known as the “Old Stone Church.” Two classrooms were fitted up for something like \$650. Of this sum, \$400 came from the sale of the Medical School site, which the School Board inherited when the Medical College was abandoned.

The number of colored classes increased to three in 1883, but the added class occupied rented quarters. In the meantime, the “Old Stone Church” fell into bad repair, and by 1886 became unsafe. Something had to be done. On application of the School Board the county court extended the lease of the “Old Stone



Forge Shop



Wood Shop

Church" to five hundred years. The two gables and the roof were now rebuilt and a frame lean-to extension added, at a total expenditure of approximately \$525, thus providing three classrooms, all of which are still in use. That they are entirely inadequate and unsuited goes without saying.

To summarize, Winchester is face to face with an acute building problem. If the present demands seem large, it should be remembered that during the entire history of her public schools less than \$23,000 of public money, exclusive of rent, has been expended for white school buildings, and less than \$800 for buildings for colored schools. No other city of Virginia of equal size has spent so little, Winchester having a capital investment in school property of only \$24.98 per child of the school population.¹ In contrast, Fredericksburg, the city nearest, has an investment of \$27.72, while Bristol has an investment of \$117.46.

The result is that white children have been almost continuously housed in rented quarters. It should, however, be stated that the crowded condition of late has been permitted to continue partly because it seemed desirable to await the final disposition of the Handley Fund.

The growth of the schools has been accompanied by an increase in the total current school expense, and also by an increase in the current per pupil cost. Beginning in 1871-2 with a total current expense of \$3,912.05,

¹See Appendix, Table XI, page 72.

expenditures aggregated in 1916-17 \$16,601.71.¹ But not all of this money was or is raised locally. As has already been stated, appropriations by the City Council provide part of it, the state provides part of it, and part of it comes from tuition fees and miscellaneous revenues.²

Although money is received from these different sources, it is significant that an increasing proportion of the current school expense is derived from appropriations by the City Council, that is, raised by local taxation. Such appropriations in 1871-2 equaled only 38 per cent. of the total current expense of the schools, whereas in 1916-17 they equaled 69 per cent.,³ irrefutable evidence that the people are increasingly willing to provide proper and adequate support. Despite this growth, Winchester lags far behind other Virginia cities in taxpaying liberality. Land at Winchester is assessed unusually low, and the tax rate is also unusually low. Both are probably lower in Winchester than in any other city of Virginia.⁴

As suggested above, there has been an increase in the current per pupil cost.⁵ This has risen, on the basis of total enrollment, from \$9.73, in 1871-2, to \$14.94, in 1916-17, and, on the basis of average daily

¹See Appendix, Table XII, page 72.

²For a number of years Winchester received liberal allowances from the Peabody Fund.

³See Appendix, Table XIII, page 73.

⁴See Appendix, Table XIV, page 74.

⁵See Appendix, Table XII, page 72.

attendance, from \$15.10 to \$20.73. Most of the rise, however, has occurred within the last decade. But even the present per pupil expense is extremely small—even small as compared with that of other Virginia cities of about the same size, at most only three spending less.¹ Indeed, it is so small that good modern schools cannot possibly be provided at any such per pupil outlay.

This inadequate support is reflected throughout the system, and accounts for the present narrow and conventional elementary course of study, the limited high school advantages, the employment of inadequately prepared teachers, the lack of proper supervision, and the dearth of suitable buildings and equipment.

¹See Appendix, Table XV, page 75.

III. NEEDS OF THE WINCHESTER SCHOOLS

IN THE light of the facts developed in the two preceding chapters, what are the needs of the Winchester schools, if they are to render full service to the community and to the youth of the city? The question can be answered most satisfactorily in the light of what progressive schools which face similar conditions elsewhere are seeking to accomplish.

Our best public schools realize that a narrow and bookish curriculum does not provide an all-round training and does not adequately equip children for adult responsibilities. Hence, progressive schools are extending and diversifying their programs, thus seeking to provide for the development of the body as well as the development of the mind. The formal and bookish studies, like spelling, arithmetic, and grammar, are of course as important as ever; but attention is also given to play, recreation, and physical training, because health, bodily development, and physical vigor are of growing importance both to the individual and to the community. Nature study, school gardens, science, music and the fine arts, manual and industrial shop work for boys, and the household arts for girls provide useful experience and training. Finally, special classes in the

lower grades and optional courses in the upper grades enable the school to recognize individual differences in physical endowment, mental ability, interest, and vocational outlook.

Our best public schools also realize that the old type of school organization—a teacher for each class and for each classroom—is not adapted to the requirements of an enriched and diversified program. Progressive schools are therefore developing a new type of organization, which calls for a new grouping of the different school grades and for a further division of work among teachers. The new type of organization gives children more freedom, and provides abundant opportunity for participation in group activities; at the same time it fosters habits of correct thinking and proper self control. It permits teachers, particularly in the upper grades, to confine their attention to one or two studies, thus favoring the development of teaching efficiency; it also permits a maximum use of teachers, buildings, and educational equipment—an important consideration as public education becomes more costly.

In view of the best practice of progressive schools, nothing short of a complete reconstruction of the public schools of Winchester will answer, if they are to do effectively the work that lies before them. It need hardly be said, however, that education is a constantly developing art and that, therefore, even with a largely increased outlay, no system of public schools can be created which will suffice for all time. Furthermore, the discussions and

suggestions contained in this report are not designed to control local action even at present, still less in the distant future. They are meant rather to indicate the kind of educational organization and opportunity approved by the most competent contemporary thought. Doubtless, additional and different suggestions of value will be made by others, and, in course of time, steps not now thought of will and should be taken.

In this spirit it may be suggested, first of all, that the white schools of Winchester require a change in organization. They are now divided into an elementary school, with a seven year program for grades 1 to 7, and a high school, with a four year course for grades 8 to 11. Progressive schools are now preferably organized on what is known as the six-three-three plan. Besides a kindergarten of one year, they have an elementary school of six years for grades 1 to 6, a junior high school of three years for grades 7 to 9, and a senior high school of three years for grades 10 to 12. Thus a year would be added to the school course, bringing Winchester in line with other progressive American cities. This arrangement may not always be best. It has, however, undoubted advantages at this time, and can be modified in the future, whenever modification becomes advisable.

After organization on the six-three-three plan, the next need of the Winchester schools is an extended program for each of the three units. According to the present practice of progressive schools, the elementary school program, that is, the program for grades 1 to 6,



School Auditorium

would include those studies and activities which all pursue in order to gain command of the tools of learning and to acquire that general development and common body of knowledge, ideals, and standards of conduct essential to living in a democracy. Such a program would include the so-called fundamental studies: reading, spelling, composition, handwriting, arithmetic, geography, and history. It would also include music, free-hand and mechanical drawing, nature study, and school gardening, and, for the first four grades, handwork, and for the two upper grades abundant opportunity to participate in a variety of household and industrial activities. Finally, such a program would give prominence to play, recreation, and physical education, including medical inspection and the follow-up services of a school nurse.

Lest the program above outlined appear altogether too extended for young children, it should be remembered that the Elementary State Course of Study,¹ prepared by the Virginia Department of Public Instruction, recommends most of what is here proposed. Besides, the only part of such a program all pupils take all the time is the fundamental studies, with play and physical training. They pursue activities like shop work and drawing for a term or a year, and then take up others, such as nature study and gardening, for a given period. The children thus rotate from study to study, but this rotation is so ordered that each study is pursued a prescribed length of

¹Elementary State Course of Study, 1915.

time. This arrangement permits children to participate in a variety of activities and yet at no time are they overburdened.

The junior high school, that is, grades 7, 8, and 9, carries forward the program of the elementary school on an advanced plane. For example, nature study gives way to science of a more systematized type, freehand and mechanical drawing are differentiated, and the practical opportunities for boys and girls are somewhat specialized, the boys entering the manual and industrial shops, the girls going to regular instruction in the household arts, including at least cooking and sewing. New studies and activities are added, in order that the junior high school may take account of individual differences in physical endowment, mental ability, and vocational outlook. Accordingly, the junior high school provides Latin, modern foreign languages, geometry and algebra, and introductory work in bookkeeping, stenography, and typewriting. Of course, no child can take all these studies. It is possible, however, within limits, to select for each child the program suited to his particular needs and ambitions, the choice being based on the preferences of the child, of his parents, and the advice of the school principal. To facilitate selection, the program of the junior high school might be organized into three different courses, each with its peculiar emphasis; for example, an academic course for children intending to go to college; a commercial course for those who propose to enter business on the completion of the junior

or the senior high school; and, finally, an industrial course for children who are looking forward to an early entrance into industry.

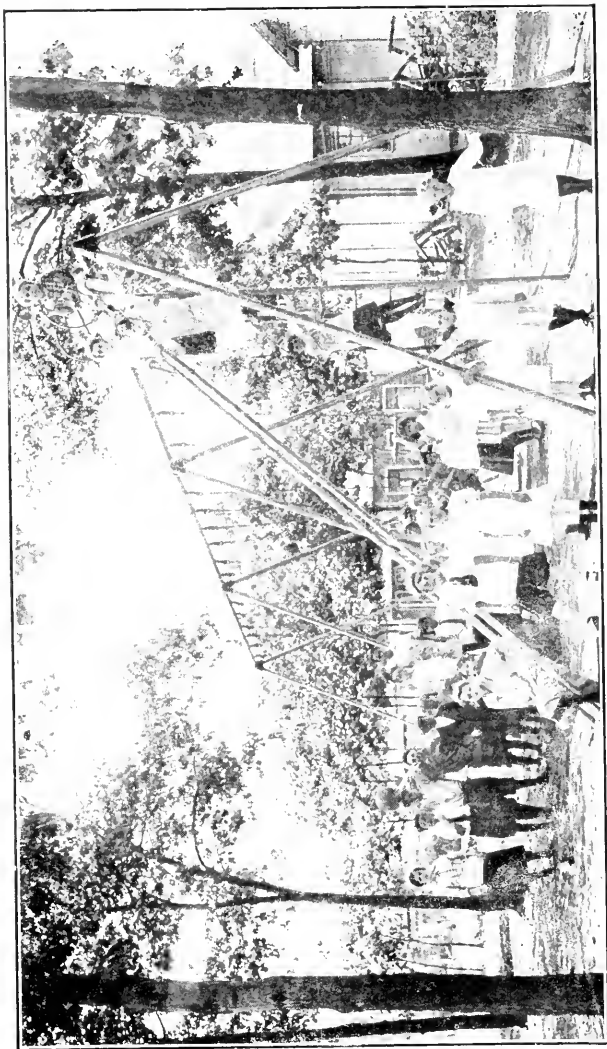
The senior high school, that is, the program for grades 10, 11, and 12, carries forward and intensifies the division of courses begun in the junior high school, thereby permitting the senior high school to take further account of individual differences, needs, and ambitions. This requires a further extension of studies and activities. For example, the program will provide varied opportunities in history—United States, modern, medieval, and ancient—and intensive work in most of the old-line studies, such as English, Latin, modern foreign languages, and mathematics. The sciences include at least zoology, botany, chemistry, and physics. The commercial instruction begun in the junior high school is expanded. The practical instruction for boys includes still more specialized practice in woodwork, forge, sheet metal, and machine shop, while the girls have cooking, dress-making, millinery, laundry, home sanitation, home decoration, etc. As previously pointed out, there is particular need at Winchester of intensive instruction in agriculture, and a post graduate course for teaching in the rural schools is much to be desired.

To facilitate intelligent selection from a somewhat wide range of opportunities, it is the common practice to organize specific courses, in which part of the work is required and part is left to the choice of the student. Should this practice be followed at Winchester, the senior high school

might offer (a) an academic course for all going to college or higher technical schools; (b) a general course for those neither going to college nor intending to enter gainful pursuits; (c) a commercial course for those going directly into business; (d) an agricultural course for those expecting to take up agriculture; and (e) a teacher training course for those wishing to prepare to teach in the rural schools. In all these courses there is, to be sure, a large common core, that is, much work that all students take irrespective of the particular programs they may have chosen, so that the diversity of instruction is not so great, after all, as it appears to be. In any event the various courses of study above mentioned are, as has been already stated, to be regarded merely as suggestions indicating what has now become possible in the field of education. Specific decision as to precisely what should be offered may well be deferred, and whatever policy is adopted, adjustments must be made from time to time.

Should the Winchester schools be reorganized in some such fashion as above suggested, their effective administration and supervision will require more than a principal who has only a part of his time free from teaching. A superintendent¹ will be needed who can devote all his energies to administration and supervision. His primary interest, however, should center in the improvement

¹In order that Winchester may have a superintendent of its own, Winchester will need to be made a separate school district. The power to do this is vested in the State Board of Education, as is also the power to appoint the superintendent (Sec. 132, Constitution of Virginia).



School Playground

of the subject matter and methods of instruction, and in improving the quality of classroom teaching. This service would call for supervisory talent of a high order. The superintendent's academic and professional preparation should be broad and liberal; he should be a man of progressive sympathies, with a record of previous success.

Likewise, teachers of high grade will be required. These will be of two kinds—regular teachers and special teachers. Regular teachers teach the fundamental studies, such as reading, arithmetic, and geography, in both the elementary school and the junior high school, and the old-line studies, such as Latin, English, mathematics, and history, in the senior high school. The qualifications of regular teachers differ somewhat according as they teach in the grades, the junior high school, or the senior high school. Irrespective, however, of where they teach, they should all be well trained both academically and professionally, and be of proved efficiency. Among the special teachers will be teachers of play and physical training, of music, freehand and mechanical drawing, of nature study, biology, physics, chemistry, and agriculture, of manual and industrial work for boys, of the household arts for girls; and, finally, there should be employed a training teacher, a school physician, and a school nurse. Each of these should be a specialist in his or her respective field.

Finally, proper building facilities and educational equipment will have to be provided. Cities having such

programs find that to secure the needed space for free play, recreation, school gardens, experimental farm (for the agricultural course), and a general athletic field, an ample school site must be secured. Two different kinds of rooms are needed for instruction: regular rooms for the fundamental studies of the elementary and junior high schools and for the old-line studies of the senior high school, and special rooms suited to the requirements of particular activities. For example, the physical training equipment includes gymnasium, swimming pool, shower baths, locker and dressing rooms. Rooms of special design are required for the library, the fine arts, and mechanical drawing. The science equipment comprises a nature study room, a general science room, and separate laboratories for biology, chemistry, physics, and agriculture. The commercial branches need specially equipped rooms for typewriting, stenography, and bookkeeping. Proper provision must also be made for manual and practical work.

The general service portions of a modern building include sanitary toilets and lockers, storage rooms, rest and study rooms for the teachers, reception, inspection, and office rooms for the school physician and school nurse, reception room and offices for the principal, and, finally, a cafeteria for the school luncheon, and an auditorium which varies in size according as it is used for school purposes alone or serves also the recreational, intellectual, and civic needs of the community.

The difference between the ordinary box-like school-house and a modern school plant is thus striking. The difference is, however, an essential one and not an extravagance. When the school appealed almost entirely to the head, rectangular rooms on either side of a hallway, furnished with fixed desks which children occupied hours at a time, sufficed. When, however, the whole child is put to school—his body as well as his mind—facilities and equipment of an altogether different type are required. Nor are the building provisions suggested above a mere dream; they already exist in some cities.

The reading of the preceding pages has doubtless raised the question: What would such schools at Winchester cost? This depends, in the first place, on whether there is a single plant for all white children, or whether there are two elementary schools, the one a separate plant and the other connected with the junior and senior high schools.

The single plant is undoubtedly preferable on the score of economy and efficiency. A moment's consideration will make this point clear. A modern elementary school must contain regular classrooms, playgrounds, gymnasium, industrial arts rooms, auditorium, etc. There must be provided also most of the general service portions of a modern building. Therefore, to have two elementary schools involves duplicating most special facilities and most general service features. Obviously, a single good sized playground for boys and one for girls will serve all the white children of the city;

a single gymnasium, a single swimming pool, a single auditorium are ample for all; a single central plant also obviates duplication of heating plants, storage space, reception room and offices for the school doctor and nurse, and reception room and offices for principals. In a word, to provide two small elementary schools, even though one of these is in connection with the two high schools, will probably increase as much as a third the first cost of the special facilities and general service features distinctive of a modern plant.

It also costs more to operate two small schools than a single large plant. The number of furnaces to be kept going, the number of head janitors or custodians, and the number of principals increase with the multiplication of buildings. Quite as serious financially is the difficulty, in small schools, of making full use of the time particularly of special teachers. Even in a large building there is some loss from this cause; nevertheless, the large plant is favorable to the most efficient use of all the time of all the teachers and is hence favorable to the conduct of the school at a minimum cost.

The management and supervision of the schools are also simplified. The possibility of division of interest on the part of the superintendent is obviated. Unity of aims among teachers is more easily achieved, and teachers are more easily brought to work as a team.

Of scarcely less importance is the civic significance of a single, imposing plant in a small community. Such a plant inevitably quickens respect for the public schools

and arouses pride in them. It provides a common meeting place for all, children and adults alike, and readily becomes the intellectual, recreational, and civic center of the entire community. By thus fostering growth in mutual respect and fellow feeling, a central school contributes powerfully to civic unity and democratic solidarity. A single school for Winchester is, therefore, economically, educationally, and socially desirable.

To accommodate the present school enrollment and future increases up to 1,500 pupils will require a 42 room building, exclusive of general service quarters, gymnasium, and auditorium. A modern plant of this size, exclusive of grounds, would in ordinary times cost about \$400,000, or \$250 per pupil.

The estimated size of the building rests on the following considerations: To add a kindergarten and to extend the elementary course a year will probably bring 100 new pupils into the schools, increasing the present enrollment (929) to over 1,000. The enhanced attractiveness of the schools will in the near future add from Winchester and the outlying districts probably another 200, making a total enrollment for the immediate future in excess of 1,200. To accommodate these children, scattered from the kindergarten to the last year of the senior high school, will require at least one kindergarten for 50 children, 21 classes in the elementary school (grades 1 to 6, inclusive), 9 in the junior high school (grades 7 to 9, inclusive), and at least 9 sections in the senior high

school.¹ Altogether these classes will occupy not less than 40 rooms. This would leave in reserve two classrooms, the auditorium, and the gymnasium, and a considerable leeway in the size of classes, particularly in the senior high school—ample for a total school enrollment up to 1,500 children.

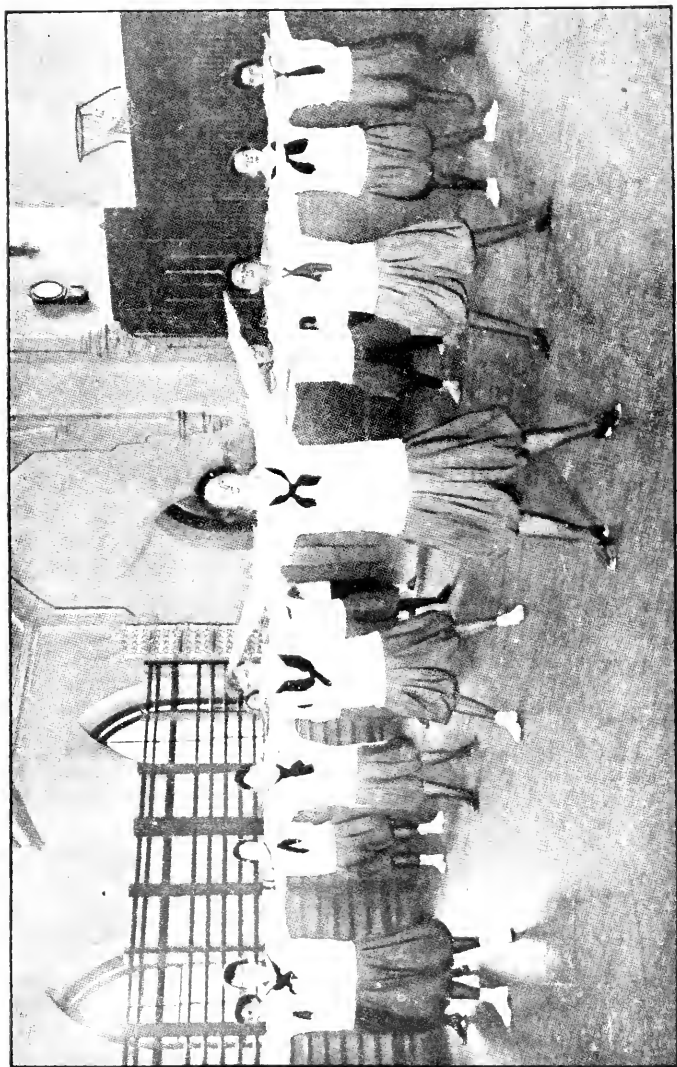
The estimated cost of the proposed building is based on the experience of other cities. For example, the newer modern elementary buildings of Boston, exclusive of educational equipment, are costing from \$209 to \$258 per pupil; of Cleveland, from \$150 to \$208 per pupil; of St. Louis, from \$192 to \$240 per pupil;² while the Froebel building at Gary, Indiana, erected in 1911-12, which represents the type of building that Winchester needs, cost, including educational equipment, \$355,945.80 with an additional \$77,571.75 for grounds and improvements, making a total of \$433,517.55.

What now of the colored schools? The reasons advanced for the reconstruction of the white schools hold good for the colored schools. But in their reorganization, three pertinent factors should be kept in mind: (1) the small number of colored children to be instructed; (2) their special need of practical education; and (3) the needs of the colored people of Winchester as a whole.

The colored population of Winchester is decreasing; it now numbers only 908, and the outlying districts

¹See Appendix, Table XVI, page 76.

²School Buildings and Equipment, by Leonard P. Ayres and May Ayres, pp. 76, 78, and 84.



A Gymnasium Exercise

add only 42 more. Under these circumstances, the number of colored school children cannot be large. There are 26 of kindergarten age, that is, five years old; 149 of elementary school age, that is, between six and fourteen; and 57 between fifteen and eighteen or of high school age, altogether providing a school enrollment of probably not more than 200. A kindergarten, an elementary school, and a junior high school should suffice. For, although there are 43 colored children of senior high school age (i.e., between sixteen and eighteen), a junior high school will doubtless accommodate all who will remain in school and who are prepared for work beyond the elementary grades.

In the elementary school, the program would be similar to that already described. It would, however, be well to emphasize strongly the industrial arts for boys and the household arts for girls. The junior high school course should be divided about equally between practical academic instruction and industrial training. The industrial program should provide opportunities for boys in the industrial arts, with gardening and agriculture stressed, and for girls in the household arts, giving prominence to simple cooking, sewing, and dressmaking.

Finally, it is most important that the new colored school be the civic, intellectual, and recreational center of the entire colored population, that is, serve not only the children, but the parents also, endeavoring to elevate their standards of living and their sense of civic and personal responsibility. The distribution of the

colored population is favorable to the achievement of these purposes.

Again the question arises: What will such a school cost? In the first place, sufficient space will be needed to afford playgrounds for both girls and boys, provide an athletic field for the older children and for the colored community as a whole, and supply a school garden.

The building should be sufficient to accommodate an enrollment of 200, scattered from the kindergarten through the junior high school. It should probably include:

- 1 kindergarten room
- 3 regular classrooms
- 1 library room (a branch of the Handley Library)
- 1 nature study and agriculture room
- 1 household arts room
- 1 industrial arts room

gymnasium, with locker rooms and shower baths, for both girls and boys, and

an auditorium, with stage and dressing rooms; also, besides the usual general service quarters, there should be a reception room and office for the principal, and reception room, inspection room, and offices for the school doctor and school nurse. The cost of such a plant, substantial yet simple, would certainly be not less than \$50,000.

Therefore, to reconstruct the Winchester public schools and to provide all children with superior educational advantages involves an immediate capital

investment of approximately a half million dollars in grounds, new buildings and educational equipment. The amount of the annual current expense budget would of course be greatly in excess of the city's present expenditure, the precise amount depending on the extent to which opportunities such as have been above described are offered. Some conception of the amount which can be profitably expended may be obtained from the present expenditures of cities which are either especially favored financially or have developed an unusual educational interest. For instance, in 1915-16 the per pupil cost on average daily attendance at Newton, Mass., was \$65, at Montclair, N. J., \$84, at Pasadena, Cal., \$87; and there are about a score of cities of the size of Winchester that are now spending annually from \$60 to \$109 per pupil.¹

¹See Appendix, Table XVII, page 77.

IV. USE OF THE HANDLEY FUND

JUDGE HANDLEY'S gift has aroused deep interest. Several valuable suggestions as to its use, already made, are worthy of careful consideration. There are those, for example, who feel that the bequest—principal and accumulated income, now amounting to \$1,640,953.59—should be used to establish a college. This is natural, for private benefactions usually go to higher institutions, rarely to public schools. The establishment of a college was, however, not contemplated by Judge Handley, whose will specifically states:

“The income arising from the said residue estate to be expended and laid out in said city by the erection of school houses for the education of the poor.”

Judge Handley showed great wisdom in formulating the object of his bequest in such broad terms. He did not hamper his beneficiaries with details; but none the less, even while leaving to the future the manner of working it out, his fundamental purpose was most explicitly stated, viz., the “education of the poor.” This phrase, when interpreted in present day terms, must mean public education.

Aside from Judge Handley's plain intent, certain practical considerations are, we believe, fatal to the suggestion that the bequest be utilized to establish a college. There are in Winchester only 525 persons (white) of college age, that is, between nineteen and twenty-four years old. Under the most favorable circumstances, hardly 100 out of this number would attend the proposed college. In fact, there are now only 21 persons of these ages in other than the public schools, and not more than 10 of these are in college. Hence, a local college would directly serve only a small fraction of the entire school going population. Moreover, higher educational institutions are already within easy reach. The State University is distant less than 150 miles, Washington and Lee University is about 135 miles away, and a number of women's colleges are within easy reach. Again, a college, however small, cannot be firmly established on a foundation of less than \$2,000,000. Therefore, to establish a college at Winchester with the Handley gift is to run great risk of merely adding, to a list already too long, one more institution that will shortly be required to seek additional funds. Even so, in all probability many of the youth of Winchester would continue to be attracted by the larger and more diversified opportunities of stronger institutions.

Others hold that a technical high school should be established. Undoubtedly, there is a growing appreciation of both the social and individual value of industrial training, and we are not unmindful of its importance.

But our study of local conditions proves that Winchester offers no adequate field to the graduates of a higher technical school. To make use of knowledge and skill acquired in such an institution, its graduates would have mostly to seek employment elsewhere, so that a constant drain on the human resources of the community would be forced. Moreover, a technical school serves only a small part of the entire school going population. Most of the school going population of Winchester would derive no benefit from it. Like the college, it would involve subordination of the welfare of the many to the interests of the few. However, as has been stated, we do not lose sight of the importance of training that will tell in practical pursuits. The programs of the schools described in the preceding chapter emphasize such training. Industrial training of the kind that Winchester needs can thus be otherwise adequately and efficiently cared for.

It has, again, been suggested that the Handley Trustees should take over the high school, becoming entirely responsible for its financial support and educational management. The Board of Education would then manage the elementary schools and the community would be responsible for their financial support only. To this proposal there is, among others, the objection already made. A relatively small group would enjoy all the benefits of Judge-Handley's gift; for the high school enrollment will probably never exceed 300 to 350, whereas the elementary schools will easily have 1,150

to 1,200 children to care for. Moreover, the close relationship which should exist in a city like Winchester between the elementary school and the high school renders any such division of control and responsibility impracticable. Besides, to place an elaborate high school on top of an ordinary elementary school is like building an elaborate house on an inadequate foundation. Finally, there are constitutional and statutory objections to this proposal.

It has also been suggested that the Handley Trustees should establish a system of schools for all the children of the community, ultimately to displace the public schools and forever relieve the community of all school taxes. On its face, this is a tempting proposal. Several facts must, however, be considered in deciding on its merits. The annual net income from Judge Handley's gift, available for the maintenance of schools, will be about \$59,000. Compared with Winchester's present expenditure for public education, this is a large sum. Yet it is not large enough to do for the children all that an adequate school system can do for the children of a community. With it great improvements could be effected; but they would in the end fall short of what should be achieved under the circumstances. There is, however, a more serious objection. It has been well and wisely said that one of the best things about public education is the doing of it by the community itself. Nothing in the world is as wholesome and energizing for a community as the effort, sacrifice, and pride involved in solv-

ing its educational problems. Wholly to relieve the community of such responsibility would prove nothing short of a public calamity. It would affect unfavorably public interest in the schools, check the present healthy growth of self-sacrifice, and keep Winchester from performing an inspiring service to the country at large. Private benefactions are best employed when they stimulate public interest and public participation in social enterprises that the public cannot otherwise for the time being undertake. Such use fosters the development of sound public opinion, enlarges the field of public activity, and deepens the sense of public responsibility. In our judgment this principle should not be lost sight of in deciding upon the use of Judge Handley's gift.

Most serious of all, the proposal under discussion is, we are informed, legally impossible. The state guarantees the education of its citizens and reserves to itself educational control. Accordingly, there is actually imposed on each and every subdivision the obligation to provide "an efficient system of free public schools" for all the children of the community.¹ For instance, the law provides that the city council of each city² shall appoint a board of education,³ and that the board of education shall establish and maintain "a general system of public free schools in accordance with the requirements

¹Sec. 1, Virginia School Laws.

²The school board of Winchester is an exception, being appointed according to the provisions of a special law.

³Sec. 192, Virginia School Laws.

of the Constitution and the general educational policy of the Commonwealth."¹ An elaborate system of machinery is provided to carry these laws into effect. Obviously, no exception can or should be made of Winchester. To permit Winchester to give up its public schools and to free itself from the obligation of supporting them would be to abandon a cardinal principle of democracy. There is excellent authority for holding that the courts would interpose to prevent.

To us it seems that the wisest use the Handley Trustees can make of the funds at their disposal is to coöperate with the people of Winchester in establishing a system of superior public schools. Such use would appear to be in accord with Judge Handley's will. It takes due account of the educational needs of Winchester, the size of the fund, the financial resources of the city, and it conforms to the spirit and the letter of the constitution and school laws of the commonwealth. It may perhaps also be added that the proposed use would not only be best for the children of Winchester, but it will in all probability draw to Winchester people from all over Virginia who are seeking better educational advantages for their children. This has been the common experience of towns in other sections that have developed superior public schools.

The question at once arises as to how the Board of Education and the Handley Trustees can attack the problem thus presented to them. Certain legal ar-

¹Sec. 198, Virginia School Laws.

rangements between these two bodies must of course be concluded; but, in our judgment, no legal formulations will meet the situation, unless a spirit of mutual deference and consideration in the interest of a great public purpose prevails. Coöperation between public authorities and private beneficence in an undertaking of this kind is a new thing; but only through cordial coöperation between the Board of Education of Winchester and the Handley Trustees can the problems involved be successfully solved and the utmost benefit be procured from Judge Handley's gift.

Both parties have responsibilities and duties that are clear. The law charges the Board of Education with the conduct of the public schools; Judge Handley's will imposes on his Trustees the duty of safeguarding the use of his bequest. It is obvious that, whatever legal form the relations between the two bodies may have to take, both are interested in one and the same object. The essential steps towards defining and reaching that object ought, therefore, to be taken informally in conference between representatives of the two bodies, with such expert advice as they may desire, and the final agreement should be such as to command the support of both bodies and of public opinion as well.

We have mentioned the fact that the relations between the Handley Board and the Board of Education must be reduced to legal form. In our judgment, it is important that this agreement be in general terms, first, so as not to interfere with future developments; second, because no

technical precautions can in any case take the place of mutual confidence and good will. The points which an agreement of this kind might perhaps well include are, in our opinion:

1. A provision obligating the Handley Board of Trustees to devote the income of its trust to establishing and maintaining, in coöperation with the Board of Education, a superior system of public schools at Winchester.

2. A provision that the Handley Board of Trustees shall provide from its accumulated income the needed sites, buildings, and equipment for both white and colored schools, the sum to be so expended, the sites to be selected, the type of buildings to be erected, and the equipment to be provided to be mutually agreed upon by the Handley Trustees and the Board of Education. The facilities thus provided shall be leased by the Handley Trustees to the Board of Education at a dollar a year, for a term mutually agreed upon.

3. A provision that the Handley Board is obligated to turn over to the Board of Education for school maintenance no part of the income from the Handley Fund unless the Common Council shall have levied or appropriated for current school purposes at least the sum of \$15,000.

4. A provision that the Handley Board of Trustees agree to appropriate from its income for current school maintenance such sums as shall be called for by the inauguration of the new scheme, less sums needed (a) for

the ordinary running expenses of the Board, (b) for any unusual expenses incurred in the execution of its trust, and (c) for sinking fund requirements for the replacement of buildings and equipment, provided also that the Handley Board of Trustees may, at its discretion, deduct annually from its current income the sum of \$10,000 and add this amount to the principal of its trust as a protection against capital loss and as a safeguard against reduced interest rates.

5. A provision that the Board of Education shall adopt by-laws, rules and regulations for the conduct of the schools, centering in the superintendent the responsibility for the administration and management of the schools.

6. A provision that the Handley Board of Trustees may from time to time have studies made of the working of the schools.

7. A provision that the Board of Education will annually make to the Handley Board a report of the work and needs of the schools, and will annually submit a classified estimate of current financial needs, including a later statement of the levy or appropriation made for current school purposes by the Common Council.

With some such agreement approved by the Common Council, the next step of importance is the choice of a superintendent, to whom would fall the responsibility of working out details and carrying out the general plan adopted. Technically, the choice of the superintendent falls within the province of the State Board of Education.

Here we have another illustration of the point already made—that only hearty coöperation between the various responsible parties can achieve the end which all alike desire. Though we have made no inquiry on this point we cannot but believe that, in view of the extraordinary opportunities, the State Board would willingly make a separate educational district of Winchester and defer to the combined wishes of the Board of Education and the Handley Board of Trustees in the matter of appointing a school superintendent. This office would necessarily carry with it a salary ample to procure the services of a man competent to create and to manage a superior system of public schools. The Handley Board might well assume the salary of the new superintendent whenever he is chosen and takes office, and provide also for his necessary expenses, including those for stenographic assistance, visiting schools in operation elsewhere, selecting teachers, etc.

In our judgment, these are the really fundamental steps: (a) decision on the general plan; (b) choice of a high class superintendent in sympathy with the plan and enjoying the confidence equally of the Board of Education and the Handley Trustees. These major points once arranged, there is no reason why the settlement of the necessary details should not proceed smoothly. The making of building plans, the drafting of new courses of study, the selection of teachers—these and other matters can one by one be taken up under the leadership of the new superintendent, who would assuredly endeavor to

carry with him the approval of the two bodies of Trustees and public opinion as well, even though technically he is responsible on'y to the local and the State Board of Education.

An agreement on some such basis as we have suggested safeguards the obligations of the Handley Trustees, while reserving to the community, through its Board of Education, the final responsibility for the conduct of the schools, as is required by the constitution and laws of the state and the principles of American democracy. By providing for close coöperation between two public boards, and for a union of their financial strength, it brings within reach of Winchester public schools of a high order, which should be a lasting benefit to the community and an inspiration and guide to the country at large. At the same time it procures a wise and effective use of a great gift in the greatest of causes—public education in a democracy.

V. APPENDIX

TABLE I
POPULATION OF WINCHESTER, 1917

RACE	AGES										TOTAL
	UN- DER 5	5	6 TO 14	15 TO 18	19	20	21 TO 24	25 TO 34	35 TO 44	45 AND OVER	
White.....	518	90	871	382	82	71	372	884	783	1,508	5,561
Negro.....	75	26	149	57	13	15	70	120	129	254	908
Total.....	593	116	1,020	439	95	86	442	1,004	912	1,762	6,469

TABLE II
GROWTH IN WHITE AND NEGRO POPULATION

YEAR	WHITE	NEGRO	TOTAL
1890	3,773	1,423	5,196
1900	4,056	1,105	5,161
1910	4,826	1,038	5,864
1917	5,561	908	6,469

TABLE III
POPULATION BY WARDS

	WHITES	NEGROES	TOTAL	PER CENT. OF TOTAL
Ward I...	1,432	233	1,665	26
Ward II...	1,288	256	1,544	24
Ward III...	1,733	401	2,134	33
Ward IV...	1,108	18	1,126	17
Total.....	5,561	908	6,469	100

TABLE IV
POPULATION OF OUTLYING COUNTRY DISTRICTS

RACE	AGES										TOTAL
	UN- DER 5	5	6 TO 14	15 TO 18	19	20	21 TO 24	25 TO 34	35 TO 44	45 AND OVER	
White.....	77	16	149	43	7	6	32	94	85	152	661
Negro.....	5		7	5	3	1	2	4	7	8	42
Total.....	82	16	156	48	10	7	34	98	92	160	703

TABLE VI
 WHITE SCHOOL POPULATION AND WHITE SCHOOL ENROLLMENT
 (SCHOOL POPULATION BETWEEN 7 AND 18 YEARS OF AGE)

YEAR	WHITE SCHOOL POPULATION	ENROLLMENT IN WHITE SCHOOLS	AVERAGE DAILY ATTENDANCE IN WHITE SCHOOLS	PER CENT. OF WHITE SCHOOL POPULATION ENROLLED IN WHITE SCHOOLS
1871-2	632	285	197	45
1875-6	726	264	166	36
1880-1	894	321	230	36
1885-6	915	505	363	55
1890-1	909	592	440	65
1895-6	905	593	443	66
1900-1	933	579	473	62
1905-6	900	630	503	70
1910-11	946	649	495	69
1915-16	1,007	914	727	91
1916-17	1,007*	929	705	92

*We repeat the figure of 1915-16 to keep the data more comparable, rather than employ the results of our own census of November, 1917.

TABLE VII
INCREASE IN NUMBER OF TEACHERS

YEAR	WHITE SCHOOLS			COLORED SCHOOLS		
	NUMBER OF TEACHERS	TOTAL ENROLLMENT	AVERAGE NUM- BER OF PUPILS PER TEACHER	NUMBER OF TEACHERS	TOTAL ENROLLMENT	AVERAGE NUM- BER OF PUPILS PER TEACHER
1871-2	6	285	48	2	117	59
1875-6	5	264	53	2	150	75
1880-1	6	321	54	2	146	73
1885-6	9	505	56	3	236	79
1890-1	11	592	54	3	167	56
1895-6	11	593	54	3	228	76
1900-1	12	579	48	3	191	64
1905-6	11	630	57	3	174	58
1910-11	14	649	46	3	187	62
1915-16	20	914	46	3	159	53
1916-17	20	929	46	3	182	61

TABLE VIII
 SIZE OF ELEMENTARY CLASSES (WHITE SCHOOLS)
 NOVEMBER, 1917

TEACHER	GRADE	ENROLLMENT
A	1st	63
B	1st	63
C	1st and 2d	47
D	2d	40
E	2d	53
F	3d	47
G	3d	41
H	3d and 4th	48
I	4th	41
J	4th	45
K	5th	47
L	5th	39
M	5th and 6th	50
N	6th	50
O	6th and 7th	47
P	7th	50
Average		48

TABLE IX
TEACHERS' AVERAGE SALARIES

YEAR	TOTAL EXPENDITURES FOR TEACHERS' SALARIES	NUMBER OF TEACHERS	AVERAGE ANNUAL SALARY
1871- 2	\$ 2,986.28	8	\$373.29
1875- 6	3,459.98	7	494.28*
1880- 1	4,128.00	8	516.00*
1885- 6	4,336.00	12	361.33
1890- 1	5,303.75	14	378.84
1895- 6	5,354.00	14	382.43
1900- 1	5,350.00	15	356.67
1905- 6	5,857.00	14	418.36
1910-11	7,860.60	17	462.39
1915-16	11,500.84	23	500.04
1916-17	11,821.67	23	513.99

*Probably some error in records.

TABLE X
AVERAGE SALARIES OF TEACHERS, 1916-1917, IN VIRGINIA CITIES
HAVING SCHOOL POPULATION BETWEEN ONE AND TWO
THOUSAND

CITY	SCHOOL POPULA- TION	TOTAL EXPENDI- TURES FOR TEACHERS' SALARIES	NUMBER OF TEACHERS	AVERAGE ANNUAL SALARY
Bristol.....	1,758	\$20,864.63	38	\$549.07
Clifton Forge..	1,505	16,520.93	37	446.51
Fredericksburg.	1,627	13,051.05	22	593.23
Hampton.....	1,310	15,838.17	29	546.14
Harrisonburg..	1,349	18,065.38	35	516.15
Radford.....	1,181	9,635.78	23	418.95
Winchester....	1,261	11,821.67	23	513.99

APPENDIX

TABLE XI

TOTAL VALUE OF ALL SCHOOL PROPERTY PER CHILD OF SCHOOL POPULATION IN CITIES OF VIRGINIA HAVING A SCHOOL POPULATION BETWEEN ONE AND TWO THOUSAND

CITY	TOTAL VALUE OF ALL SCHOOL PROPERTY	SCHOOL POPULATION	AMOUNT OF PROP- ERTY PER CHILD OF THE SCHOOL POPULATION
Bristol	\$206,500.00	1,758	\$117.46
Clifton Forge	68,300.00	1,505	45.38
Fredericksburg . . .	45,100.00	1,627	27.72
Hampton	61,700.00	1,310	47.10
Harrisonburg	109,875.00	1,349	81.45
Radford	54,300.00	1,181	45.98
Winchester	31,500.00	1,261	24.98

TABLE XII

PER PUPIL CURRENT EXPENSE, WINCHESTER

YEAR	TOTAL CURRENT EXPENSE	TOTAL ENROLL- MENT	PER PUPIL EXPENSE	AVERAGE DAILY ATTEND- ANCE	PER PUPIL EXPENSE
1871-2	\$ 3,912.05	402	\$ 9.73	259	\$15.10
1875-6	5,598.76	414	13.52	266	21.05
1880-1	4,991.41	467	10.69	301	16.58
1885-6	5,831.82	741	7.87	470	12.41
1890-1	7,228.73	759	9.52	544	13.29
1895-6	6,821.82	821	8.31	599	11.39
1900-1	6,808.48	770	8.84	611	11.14
1905-6	7,332.81	804	9.12	632	11.60
1910-11	10,334.25	836	12.36	602	17.17
1915-16	14,241.17	1,073	13.27	860	16.56
1916-17	16,601.71	1,111	14.94	801	20.73

TABLE XIII
CURRENT SCHOOL EXPENSES AND PROPORTION RAISED BY LOCAL TAXATION, WINCHESTER

YEAR	TOTAL CURRENT EXPENSE	RECEIVED FROM STATE		RAISED BY LOCAL TAXATION		PER CENT. FROM OTHER SOURCES*
		AMOUNT	PER CENT. OF TOTAL	AMOUNT	PER CENT. OF TOTAL	
1871-2	\$ 3,912.05	\$1,098.30	28	\$ 1,500	38	34
1875-6	5,598.76	1,407.00	25	2,000	36	39
1880-1	4,991.41	1,819.76	36	2,500	50	14
1885-6	5,831.82	2,452.72	42	3,000	51	7
1890-1	7,228.73	2,305.50	32	3,600	50	18
1895-6	6,821.82	2,440.82	36	3,600	53	11
1900-1	6,808.48	2,371.44	35	4,000	59	6
1905-6	7,332.81	2,404.43	33	4,000	55	12
1910-11	10,334.25	3,142.00	30	6,000	58	12
1915-16	14,241.17	2,996.82	21	10,000	70	9
1916-17	16,601.71	3,950.98	24	11,500	69	7

*For example, allowances from the Peabody Fund, tuition fees, and balances from previous years.

TABLE XIV¹
ASSESSMENT OF PROPERTY AND TAX RATES IN VIRGINIA CITIES

CITIES	PER CENT. ASSESSED VALUE IS OF ACTUAL VALUE	TAX RATE
Alexandria	51.8	1.50
Buena Vista	59.9	
Charlottesville	49.2	1.67½
Newport News	70.2	1.50
Fredericksburg	76.5	1.30
Petersburg	62.9	1.70
Roanoke	48.8	1.50
Lynchburg	56.2	1.50
Portsmouth	46.7	2.00
Staunton	47.2	1.55
Winchester	44.9	1.20

¹From Annual Report of the City Manager of Winchester, 1919-17.

TABLE XV
PER PUPIL CURRENT EXPENSE, 1916-17, IN VIRGINIA CITIES HAVING A SCHOOL POPULATION BETWEEN
ONE AND TWO THOUSAND

City	Total Current Expense	Total Enroll- ment	Per Pupil Expense	Average Daily Attendance	Per Pupil Expense
Bristol.....	\$26,458.64	1,424	\$18.58	1,181	\$22.40
Clifton Forge.....	20,097.21	1,293	15.54	1,126	17.85
Fredericksburg.....	17,241.32	1,140	15.12	961	17.94
Hampton.....	27,341.84	1,107	24.70	906	30.18
Harrisonburg.....	26,268.63	1,350	19.46	1,023	25.68
Radford.....	12,722.47	1,150	11.06	861	14.78
Winchester.....	16,601.71	1,111	14.94	801	20.73

TABLE XVI
WHITE SCHOOL POPULATION AND SCHOOL ENROLLMENT OF WINCHESTER AND OF OUTLYING DISTRICTS

	KINDER- GARTEN	ELEMENTARY SCHOOL AGES								JUNIOR HIGH SCHOOL AGES			SENIOR HIGH SCHOOL AGES		
		6	7	8	9	10	11	12	13	14	15	16	17	18	
<i>School Population¹</i>															
Winchester.....	90	112	106	94	110	93	104	83	86	83	99	97	92	94	
Outlying Districts.....	16	16	17	17	19	19	16	17	12	16	13	16	8	6	
Total.....	106	128	123	111	129	112	120	100	98	99	112	113	100	100	
<i>School Enrollment²</i>															
Winchester.....	—	44	90	97	103	100	107	82	80	71	64	44	26	19 ³	
Outlying Districts.....	—	1	1	4	6	6	3	4	7	9	5	6	3	3	
Total.....	—	45	91	101	109	106	110	86 ⁴	87	80	69	50	29	22	
<i>Estimated Number of Classes or Sections Required.....</i>															
	1	3	3	3	3	3	3	3	3	3	3	3	3	3	

¹Our census.²Official report of enrollment as of Nov. 1, 1917.³Includes 11 pupils above 18 who are in high school.

TABLE XVII

PER PUPIL EXPENSE, 1915-16, IN SELECTED CITIES¹ HAVING A POPULATION BETWEEN 5,000 AND 10,000

CITY	STATE	POPULATION CENSUS 1910	AVERAGE DAILY ATTENDANCE	CURRENT SCHOOL EXPENSES	PER PUPIL COST
Prescott.....	Ariz.	5,092	510	\$ 45,826	\$ 89.85
Alhambra.....	Cal.	5,021	1,525	120,990	79.34
San Rafael.....	"	5,934	783	52,796	67.43
Santa Ana.....	"	8,429	2,448	162,769	66.49
Whiting.....	Ind.	6,587	870	61,415	70.59
Cedar Falls.....	Iowa	5,012	700	46,848	66.93
Milton.....	Mass.	7,924	1,384	92,815	67.06
Wellesley.....	"	5,413	958	64,586	67.42
Wyandotte.....	Mich.	8,287	940	57,148	60.80
Chisholm.....	Minn.	7,684	1,849	153,592	83.07
Eveleth.....	"	7,036	1,987	137,811	69.36
Hibbing.....	"	8,832	2,194	238,858	108.87
Bozeman.....	Mont.	5,107	865	52,871	61.12
Rutherford.....	N. J.	7,045	1,506	91,261	60.60
South Orange.....	"	6,014	1,462	107,091	73.25
Summit.....	"	7,500	1,275	78,999	61.96
E. Cleveland.....	Ohio	9,179	2,573	160,982	60.23
Winchester.....	Va.	5,864	801	16,601	20.73

¹Selected from the Report of the United States Commissioner of Education, Vol. II, 1917.

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